

~~Mr. Dox~~
~~Mr. Carr~~
~~Mr. Conn~~

*Canada. Railways, Canals and
Telegraph Lines, Standing Order, 1950*

CA1
XC14
-R11

SESSION 1950

HOUSE OF COMMONS

Government
Publications

STANDING COMMITTEE

ON

RAILWAYS, CANALS AND TELEGRAPH LINES

MINUTES OF PROCEEDINGS AND EVIDENCE

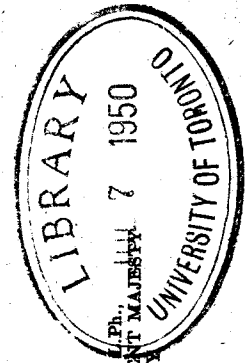
No. 7

Bill No. 303 (Letter Y8 of the Senate),
An Act to amend the Canada Shipping Act, 1934.

TUESDAY, JUNE 20, 1950

WITNESSES:

Messrs. W. J. Matthews, A. A. Young, Captain J. W. Kerr, and Mr. W. A. Caton, of the Department of Transport;
Capt. J. N. Blouin, representing the Union of Radio Operators.



OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., LL.B.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1950

*Ms. Doc
Can
Com*
*Canada. Railways, Canals and
Telegraph Lines, Standing Cttee on, 1950*

SESSION 1950

HOUSE OF COMMONS

Government
Publications

CA1
XC14
-R11

STANDING COMMITTEE

ON

RAILWAYS, CANALS AND TELEGRAPH LINES

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 7

Bill No. 303 (Letter Y8 of the Senate),
An Act to amend the Canada Shipping Act, 1934.

TUESDAY, JUNE 20, 1950

WITNESSES:

Messrs. W. J. Matthews, A. A. Young, Captain J. W. Kerr, and Mr. W. A.
Caton, of the Department of Transport;
Capt. J. N. Blouin, representing the Union of Radio Operators.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1950



Mr. L. O. Breithaupt, *Chairman*

and

Messrs.

Adamson,
Applewhaite,
Beaudry,
Bertrand,
Bonnier,
Bourget,
Byrne,
Cannon,
Carroll,
Carter,
Chevrier,
Clark,
Darroch,
Decore,
Dewar,
Douglas,
Ferguson,
Follwell,
Garland,
Gauthier (*Portneuf*),

Gibson,
Gillis,
Goode,
Gourd (*Chapleau*),
Green,
Harrison,
Hatfield,
Herridge,
Higgins,
Hodgson,
James,
Jones,
Jutras,
Lafontaine,
Lennard,
Maybank,
McCulloch,
McGregor,
McIvor,
McLure,

Mott,
Murray (*Cariboo*),
Nixon,
Noseworthy,
Pearkes,
Pouliot,
Prudham,
Richard (*St. Maurice-
Lafleche*),
Riley,
Robinson,
Rooney,
Ross (*Hamilton East*),
Shaw,
Stuart (*Charlotte*),
Thomas,
Thomson,
Ward,
Whiteside,
Wylie—60.

(*Quorum, 14*)

ANTOINE CHASSÉ,

Clerk of the Committee

ORDERS OF REFERENCE

MONDAY, June 19, 1950.

Ordered,—That Bill No. 303 (Letter Y-8 of the Senate), intituled: "An Act to amend the Canada Shipping Act, 1934," be referred to the said Committee.

TUESDAY, June 20, 1950.

Ordered,—That the name of Mr. Hatfield be substituted for that of Mr. Smith (*Calgary West*); and

That the name of Mr. McLure be substituted for that of Mr. Harkness on the said Committee.

LEON J. RAYMOND,

Clerk of the House.

MINUTES OF PROCEEDINGS

HOUSE OF COMMONS,

TUESDAY, June 20, 1950.

The Standing Committee on Railways, Canals and Telegraph Lines met at 3.00 o'clock p.m. The Chairman, Mr. L. O. Breithaupt, presided.

Members present: Messrs. Adamson, Applewhaite, Breithaupt, Byrne, Carroll, Carter, Chevrier, Dewar, Garland, Gillis Goode Gourd (*Chapleau*), Green, Herridge, Hodgson, Jones, Lafontaine, Lennard, McCulloch, McGregor, McIvor, Mott, Nixon, Noseworthy, Pearkes, Riley, Robinson, Thomas, Ward, Whiteside.

In attendance: Mr. W. J. Matthews, Director of Administration and Legal Services; Mr. A. A. Young, Principal Steamship Inspector; Captain J. W. Kerr, Supervisor of Nautical Services; Mr. J. Fortier, Legal Adviser; Mr. W. A. Caton, Chief Inspector of Radio; all of the Department of Transport; Capt. J. N. Blouin, General Chairman of Radio Division, Commercial Telegraph Union (T.L.C.), (A.F.L.); Mr. (Ex-Staff Sgt.) Albert Downs, Criminal Investigation Branch, R.C.M.P.

The Committee considered Bill No. 303 (Letter Y8 of the Senate), An Act to amend the Canada Shipping Act, 1934.

Mr. Matthews was called. He briefly outlined the purpose of the bill. He was followed by Mr. Young, who explained the terms of Chapters *I*, *II*, *III*, and of part of *VI*, of the international convention for the safety of life at sea, 1948, signed at London on June 10, 1948, and contained in the Schedule to the said Bill. Captain Kerr explained the terms of Chapter *V*, and of part of Chapter *VI*, of the said convention. Mr. Caton followed with an explanation of Chapter *IV* thereof.

Captain Blouin was called after having asked to make certain representations, on behalf of the Union he represents, with respect to the regulations governing radio installations on ships and the employment of operators. The witness read into the records certain communications which appear in this day's printed report of the evidence. He was questioned at length and then was retired.

Messrs. Matthews, Young, Caton and Captain Kerr were again questioned on the various aspects of the 1948 international convention for the safety of life at sea, and on clauses of the bill, under study.

Clauses 1, 2, 3, and 4 of the said Bill were severally discussed and agreed to.

And a discussion arising on clause 5, and still continuing:

At 6.10 o'clock p.m., the Committee adjourned to meet again at 11.30 o'clock a.m., Wednesday, June 21, 1950.

ANTOINE CHASSE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,

TUESDAY, June 20, 1950.

The Standing Committee on Railways, Canals and Telegraph Lines met this day at 3 p.m. The Chairman, Mr. L. O. Breithaupt, presided.

The CHAIRMAN: Gentlemen, we have a quorum so we might as well proceed with the work of the committee. Bill Y8 of the Senate, which will be Bill No. 303 of the House, has been referred to this committee. At the outset perhaps it would be wise to have Mr. Matthews, general counsel for the department, outline the purposes of the Bill. If that meets with your approval I will call Mr. Matthews.

Mr. W. J. Matthews, General Counsel, Department of Transport, called:

Mr. GREEN: Mr. Chairman, was there an amendment in the Senate?

Hon. Mr. CHEVRIER: There was one amendment in section 10 of the Bill. The word "safety" has been stricken out and the word "appropriate" has been put in instead.

The CHAIRMAN: Are we ready to hear Mr. Matthews?

The WITNESS: Mr. Chairman and gentlemen, this Bill is not as formidable as it looks. It has to do mostly with the convention. The primary object of this Bill is to provide the necessary legislation to enable Canada to implement the International Convention for the Safety of Life at Sea which was signed on behalf of the Canadian government on June 10, 1948.

Like its predecessor, the 1929 convention, the 1948 convention applies only to passenger ships and to cargo ships of a certain size and then only when such ships are engaged on international voyages.

The 1948 convention differs from the 1929 convention in certain important respects which were indicated by the minister in his statement given on second reading of the Bill. It introduces for the first time the requirements as to life-saving appliances, fire fighting equipment, etc. for cargo ships, and also requires cargo ships of over 500 tons gross to carry radio equipment.

Attached to the 1948 convention (the body of which deals only with such matters as date of coming into force, accession, amendment, denunciation, implementation, relaxation in case of *force majeure*, war or other emergency, and other general matters) are six chapters of regulations. Chapter I deals with general provisions relating primarily to surveys, certificates and control; chapter II relates to construction; chapter III relates to life-saving appliances; chapter IV relates to radiotelegraphy and radiotelephony; chapter V relates to safety of navigation, and chapter VI relates to the carriage of grain and dangerous goods.

Clause 25 of the Bill provides for regulations to be made by the Governor in Council to give effect to the provisions of the convention. Clauses 25 to 58 inclusive contain amendments required by the safety convention. If the principles of the convention are accepted it follows that these clauses might also be accepted as necessary amendments to the Act required to implement

the convention. These clauses of the Bill will not come into force until proclamation and that will depend on the coming into force of the convention.

I should emphasize here that under article I of the convention the contracting governments undertake to give effect to the provisions of the convention and of the regulations annexed thereto so that if Canada accepts the convention, it must accept the convention as a whole. The convention is the result of the deliberations of the leading maritime nations of the world. Its purpose is to promote safety of life at sea. It provides for amendments to be made from time to time as the need arises but only through a recognized procedure set out in article IX. Parliament is unable to alter the terms of the convention but has to decide whether to accept or reject. It seems to me that the question before the committee in respect of the clauses of the Bill relating to the convention is whether the document as a whole meets with the committee's approval.

The regulations contained in appendix 2 to the convention contain the meat of the convention. They are in many respects technical and somewhat difficult for the layman to understand. In order to explain any question that may arise in this connection and to assist the committee in its work I have with me two officers of the department who attended the conference: Mr. A. A. Young, Principal Inspector of Hulls and Equipment, and Captain Kerr, Supervisor of Nautical Services. Mr. Young has made a special study of the convention and will answer questions relating to chapters 1, 2 and 3 and that part of chapter 6 relating to the carriage of dangerous cargoes. Captain Kerr will deal with chapter 5 on the safety of navigation and that part of chapter 6 respecting the carriage of grain cargoes. Mr. Caton of the Radio branch of the department is here to answer questions respecting the radio provisions of the convention contained in chapters 4 and 5. Mr. Fortier, legal adviser of the department, is also here. Between them all they should be able to give the committee the required information.

I think I should say here that I have also been in touch with Mr. McCallum, of the Shipping Federation of Canada, representing the ocean going vessels, and although he is not able to be here himself he has authorized me to say that the Shipping Federation approves the convention and has no objection to the Bill.

The other provisions are of a miscellaneous nature and an indication of the effect of them is given in the explanatory note.

I think I shall be able to explain in more detail when the Bill is taken up clause by clause. I think that is all I have to say at this time, Mr. Chairman.

The CHAIRMAN: Thank you, Mr. Matthews.

Now, as to procedure. Do you wish to hear these other gentlemen who are here to give evidence with respect to various items in the Bill or would you prefer to hear them as we go along?

Mr. GREEN: Mr. Chairman, has there been any request from any organizations to make representations about the Bill? For example, have the trade unions been given an opportunity to appear, or the shipping people or the ship owners?

Hon. Mr. CHEVRIER: Yes.

Mr. GREEN: Or the radio operators?

Hon. Mr. CHEVRIER: The shipping industry has been given every opportunity to appear and I believe they have made some representations to the committee established in the Department of Transport for the purpose of preparing this Bill. Not so with the unions. The union most directly interested in the past has been the Canadian Seamen's Union and my experience with that union has been such that I doubt very much whether any good purpose would be served by asking it to make representations. When they did come before the committee over which I presided in 1948 when the Act was brought down they made certain

representations. They had a long brief and they were given every opportunity, and they asked to be heard again when the Bill was before the House. They were not given that opportunity, and after the Bill went through no more was heard of their representations. There is another group which has asked for an opportunity to appear and they have made certain representations and I think we were able to insert most of the representations which they made. In any event, they were told that this meeting was taking place today some few days ago. I do not know whether they are here now or not.

Mr. GREEN: Who were they?

Hon. Mr. CHEVRIER: The Dominion Marine Association.

The CHAIRMAN: In addition to that I had a conversation a few minutes before the meeting today with Mr. Blouin representing the radio deputation who would like to make certain representations at the appropriate time which would appear to be now.

Mr. GREEN: How would it be if we were to take the convention first?

Hon. Mr. CHEVRIER: I do not know what procedure was followed at the other place.

The CHAIRMAN: There is not much we can do about the convention anyway.

Mr. GREEN: I think an understanding of the convention is necessary so as to enable us to understand the Bill. That would be my idea. I think we would get a better background if we went over the convention and saw what it is all about.

Hon. Mr. CHEVRIER: Perhaps we could call Mr. Young.

Mr. A. A. Young, Principal Inspector of Hulls and Equipment, Department of Transport, called:

The CHAIRMAN: Would you speak up a little louder, please; this is a bad room for acoustics.

The WITNESS: Mr. Chairman and gentlemen, the manner in which the convention was carried out was generally to follow the 1929 convention using it as a basis for discussions and dealing particularly with general shipping matters, services, certificates and so on; so I do not think there is any need to enlarge upon that. That is in chapter I. Chapter II deals with construction and it is divided into six parts. The first part covers application, the second part is on subdivision and stability, the third is electrical installations, the fourth is for better protection and accommodation of passengers, five is fire protection and extinction in passenger and cargo ships, and six is miscellaneous. The principal things which affect the 1929 convention are; provision has been made for closer subdivision in ships which make short international voyages and which carry more passengers than are provided for in lifeboat capacity. That was a change for the other convention which now compels owners and builders of new ships to guarantee that the ship can stand the effect of a collision which would flood two compartments at least. Generally speaking there is no change throughout the convention for subdivision requirements as regards permeability, floodable lengths and permissible lengths. There is provision in the new convention for the provision of sufficient intact stability in all ships but the requirements regarding the actual construction of a ship are very slightly changed. Most of the changes were to make the requirements more specific. In the case of water-tight doors in ships which are fitted mostly below the water line the type of water-tight door which is operated by a pulley and weight has been abolished and in its place the water-tight door is now a mechanically operated sliding door. Then, also, cargo or gangway doors are to be so fitted that their lowest points

will always be above water. All these things are practically in accordance with our present Canadian regulations. All passenger and cargo ships are required to be inclined and their stability ascertained on completion, and the builders are required to give that information to the master and owner of the ship. General requirements were introduced into this convention covering electrical installations in passenger ships and it also deals with emergency installations and precautions for safety from fire. One of the most important requirements in the convention deals with fire protection and accommodation and service spaces. They have been very completely dealt with, giving specific details regarding methods to be adopted and materials to be used and fire tests to be made. There are three methods through which this is done and they are all very interesting. The first is the United States method which makes a ship practically fireproof; the second is the British method which requires division of the ship into fire sections and the use of sprinklers; and the third is the continental system which affords protection by dividing the ship into specific areas of fire resisting construction.

The requirements for fire detection and extinction in the new convention are very little changed from those in the last—but they are more specific and more in keeping with the present Canadian regulations. Those are the principal points in chapter II which deals with construction.

Chapter III deals with life saving appliances and there is very little change in the present regulations. A slight increase has been made in the cubic capacity of lifeboats on ships making short international voyages. In the previous convention several types of lifeboat were acceptable. Under the present convention the only type acceptable is a lifeboat having rigid sides and internal buoyancy. In large passenger steamships motor lifeboats are required to be equipped with compression ignition engines. There is also provision in the new convention for mechanical propulsion of lifeboats—propelled by hand by means of crank machinery. Cargo ships of 1600 tons and over will be required to carry a motor boat or mechanically propelled boat. Some of the lifeboat equipment found very useful during the recent war has been adopted as part of standard equipment. The range for line throwing appliances—that is for life saving—has been considerably increased beyond the previous convention. One change has been made in the type of lifeboat davits to be fitted. The convention requires in both passenger and cargo ships of over 150 feet in length a new type of davit. The old radial type of davit has been abolished and mechanical davits substituted.

Life saving appliances have been set out for cargo ships and those are, to all intents and purposes, the same as those required by the present Canadian regulations.

In chapter VI which covers the carriage of grain and dangerous goods, general conditions have been laid down which are in both cases practically in keeping with the regulations in force now in Canada. That deals with the three chapters with which I have had to do.

The CHAIRMAN: Are there any questions anyone wishes to ask Mr. Young at this point?

By Mr. Green:

Q. I would like to ask him about the first chapter—that is on page 45. In the first place this convention will apply only to international voyages?—A. Yes, international voyages.

Q. It does not apply on the coast?—A. It does if you go from Vancouver to Seattle.

Q. From a Canadian port to an American port?—A. Yes.

Q. Otherwise it does not have any effect whatever?—A. It does not apply to voyages between two Canadian ports on the coast.

Q. Just what is meant by international voyage?—A. It is defined pretty well in regulation 2, paragraph (b) "international voyage" means a voyage from a country to which the present convention applies to a port outside such country, or conversely, and for this purpose every territory for the international relations of which a contracting government is responsible or for which the United Nations are the administering authority is regarded as a separate country."

Q. I see. In effect that means it applies to any voyage from Canada to another country or to a colony of another country?—A. That is correct.

Q. Then, apparently in the definition of "passenger" some of the people on the ship would not be counted as passengers?—A. That is also defined in section (e). As far as the international convention is concerned:—"a passenger is every person other than:—(i) the master and the members of the crew or other persons employed or engaged in any capacity on board a ship on the business of that ship; and (ii) a child under one year of age."

Q. And a ship is not considered to be a passenger ship unless it carries more than 12 passengers?—A. That is correct.

Q. These freighters which have one or two passengers would not qualify?—A. They are cargo ships.

Q. They are considered cargo vessels and not passenger ships?—A. That is correct.

Q. Why is there a distinction between a tanker and a cargo vessel?—A. A tanker is, to all intents and purposes, a completely closed vessel. Due to its construction it is allowed deeper loading than the others—but it is a cargo ship.

Q. How is it classed under the terms of the convention?—A. As a cargo ship. You will find only once or twice in the convention that a tanker is specifically mentioned for fire purposes.

Q. For the great bulk of considerations a tanker is considered to be the same as a cargo ship?—A. Yes.

Q. Then on page 46 apparently these regulations do not apply to: ships of war and troopships; cargo ships of less than 500 tons gross tonnage; ships not propelled by mechanical means; wooden ships of primitive build, such as dhows, junks, etc; pleasure yachts not engaged in trade and the fishing vessels.

Is there provision made under the regulations which cover any of those particular vessels?—A. No; as far as the convention is concerned those ships which are named here are in no way covered by the regulations.

Q. They are completely out?—A. Yes.

Q. Regulation 3 (b) as I read it provides that this convention has no effect whatever on the Great Lakes and on the Upper St. Lawrence river—that is above Montreal?—A. That is correct.

Q. Why is that area excluded entirely?—A. That was excluded specifically at the request of the United States government, which request we supported.

Q. Why did Canada not want that area covered?—A. I do not think it would be very fair to apply the requirements for deep sea ships to lake ships.

Q. Is there any convention between Canada and the United States concerning ships on the Great Lakes?—A. There is.

Q. That is separate?—A. It is really not a convention—it is an agreement.

Q. They are all covered by the Canada Shipping Act in any event?—A. Yes.

By Mr. Noseworthy:

Q. Do the amendments that this bill makes to the Canada Shipping Act apply to the Great Lakes as well?—A. There may be a few things in the bill itself but, with respect to the convention, it does not apply on the Great Lakes.

Mr. GOODE: What about shipping going from a Canadian port to an American port on the Great Lakes? Does the convention not apply at all?

The WITNESS: No, those are inland voyages.

By Mr. Noseworthy:

Q. You just said that Great Lakes shipping comes under the Canada Shipping Act?—A. Yes, under the Canada Shipping Act but not under the international convention.

Q. The Canada Shipping Act is being amended by this bill?—A. That is true.

Q. The Act as amended applies to Great Lakes shipping?—A. The Act as a whole, as amended, will apply to Great Lakes shipping.

By Mr. Applewhaite:

Q. Does this international convention for safety of life at sea which we are considering cover provisions whereby under international agreement there are summer zones for traffic. Or is that a separate convention?—A. That is a separate convention. I might explain that a ship under these regulations would also be covered by the convention regarding load line markings which restrict loading. They are two entirely different conventions.

By Mr. Pearkes:

Q. Does this apply to other government vessels, other than war ships? I am thinking of patrol vessels, and the hydrographic survey vessels?—A. I would say that those ships would not be on international voyages in their normal service.

Q. What about cable ships?—A. Cable ships are freight ships as far as the convention is concerned, and it is probable that the life saving devices under the convention would apply.

Mr. McCULLOCH: There is a ship which runs up through the Thousand Islands—would it be covered?

The WITNESS: I do not think the convention would have anything to do with it.

By Mr. Goode:

Q. Having never run anything bigger than a duck punt you must excuse me if I ask these questions. If these changes are to be made how long would it be reasonable for a shipping company to make them or are they being made on vessels presently on the high seas?—A. There is provision for any government to apply the convention so far as reasonable and practical to existing ships.

Q. Let me take the west coast—and I hope I am asking a fair question—with respect to the ships running from Vancouver to Ketchikan, what would be a reasonable length of time?—A. I think they are under the 1929 convention now and there will be very few changes required.

Q. The feeling on the coast is that there are a lot of changes?—A. The government has power of exemption.

Mr. ROBINSON: Regulation 3(b) refers to ships "solely navigating the Great Lakes of North America and their connecting and tributary waters as far east as the lower exit of the Lachine canal", but ships of canal size would be operating below Montreal. Would this apply to them?

The WITNESS: Under the direct wording of the convention it might apply, but here again the government of any country has the power to make an exemption in the case of any specific ships.

Mr. GREEN: Under which regulation is that?

The WITNESS: At the beginning of all chapters.

By Mr. Robinson:

Q. Was that subject discussed at the meetings? It does not seem to me that 3(b) is very clear?—A. That subject was not discussed but my memory is that originally it was proposed by the United States that ships navigating on the Great Lakes should not have the convention applied to them, and it was at their own request that they put in the word “solely”.

Q. That would seem to limit it very strictly to navigation above Montreal?

Hon. Mr. CHEVRIER: If you will look at the 1948 Canada Shipping Act you will see it was amended so that a journey could be extended from a point running across the west end of Anticosti Island—that is from Cape Des Rosiers on the south shore to the north shore and directly across the end of Anticosti Island. Reading both the Canada Shipping Act and the convention together it exempts ships on the Great Lakes down to that point.

Mr. ROBINSON: You do not feel there would be any difficulty in that respect?

Hon. Mr. CHEVRIER: There is certainly no difficulty in the distance I have mentioned that is from the Great Lakes to Anticosti east; there is no question about that. If, however, there was difficulty there is provision for representations being made between the two countries affected so as to amend the convention and, over and above that, there is the provision for exemption being granted.

By Mr. Noseworthy:

Q. Just following up the question I asked, am I clear that as far as ocean going traffic is concerned—international traffic—it comes under the terms of this convention plus the Canada Shipping Act?—A. That is true.

Q. As far as the Great Lakes shipping is concerned it comes under the convention plus—A. An agreement; yes.

By Mr. Green:

Q. What will be the position when the St. Lawrence waterway is constructed and it is possible for those merchant vessels to come right in through the Great Lakes?—A. A ship coming from a foreign country will still be making an international voyage.

Q. Then would there be only one set of regulations or would you continue to have different regulations for ocean going vessels—that is for the Great Lakes vessels?

Hon. Mr. CHEVRIER: I think the answer to that is that ocean going vessels are bound by the terms of the convention and other vessels are bound by the terms of the Canada Shipping Act and/or the regulations made thereunder.

The CHAIRMAN: If there are no more questions, Mr. Young, may I say that we appreciate your answers.

Mr. GREEN: Mr. Young mentioned several chapters, as I understand it. I have some more questions on them. As I understood it these questions were all on chapter 1.

Hon. Mr. CHEVRIER: And on chapter 2. Did you have any questions on chapter 2?

By Mr. Green:

Q. Yes. On page 53, under regulation (c): “Each administration may, if it considers that the sheltered nature and position of the voyage are such as to render the application of any specific requirements of this chapter unreasonable or unnecessary, exempt from those requirements individual ships or classes of ships belonging to its country which, in the course of their voyage,

do not proceed more than twenty miles from the nearest land". How would that apply in Canada?—A. As a matter of fact we have been applying that since 1929. The same thing appears in the convention. If we think that a ship does not comply fully with the convention, we have the power to ask that it do.

Q. If it does not come within 20 miles?—A. If it does not come within 20 miles of the nearest land.

Q. In the fire regulations issued on the 12th of April 1950 the provision was for 15 miles.—A. These regulations do not apply.

Q. Why is there that difference?—A. Well, these regulations have to do with Canadian ships only. These regulations have to do with ships on inland and home trade voyages only. They do not apply to foreign going ships.

Q. Your regulations on page 53 only apply to ships which do not get more than 20 miles from land?—A. Yes.

Q. And they would be engaged in the coastal trade?—A. Yes. And we have taken the west coast. For example, a lot of ships out there have been exempted from certain requirements of the convention because of the sheltered nature of the route which they follow.

Q. Why is it 15 miles in one case and 20 miles in the other?—A. There is no convention between the two. These regulations have nothing to do with the convention.

Q. But they are both dealing with ships operating in the same waters?—A. The regulations which you have in your hand deal with home trade ships, not with international ships.

Q. But they may be plying the same waters?—A. They may, to a certain extent.

Hon. Mr. CHEVRIER: In part only.

By Mr. Pearkes:

Q. In connection with this automatic sprinkler system which has to be installed, what is the minimum size of the ship or, rather, what is the maximum size of the ship before the automatic sprinkler system has to be installed?—

A. The automatic sprinkler under the convention only applies to passenger ships, and it would be any passenger ship making an international voyage.

Q. Do these sprinkler systems work in cold weather?—A. Yes, they are all on the inside; they are not outside. They are all in an enclosed space within the ship.

The CHAIRMAN: Are there any other questions?

By Mr. Green:

Q. With respect to the provisions against fire on page 8, were those provisions in force in Canada before? I mean are they in force at the present time?—

A. Those provisions will not come into force for international ships until the convention has been approved and 12 months after.

Q. Have we got similar provisions in Canada?

Hon. Mr. CHEVRIER: Under the 1929 convention we have pretty strict provisions; and the 1948 convention goes farther than the 1929 convention.

Mr. GREEN: How do these provisions compare with the fire regulations?

Hon. Mr. CHEVRIER: We have tried to adopt as closely as we can the fire provisions clause in the Safety of Life at Sea Convention. I explained in the House the difference between what existed before, what existed in the convention and what we did under those regulations.

Mr. GREEN: The fire regulations are really based on an international convention?

Hon. Mr. CHEVRIER: Yes, unquestionably.

Mr. GREEN: As closely as possible.

By the Chairman:

Q. You said that these provisions would not come into effect until after approval was given and for 12 months afterwards.—A. The convention does not come into force until 12 months after 15 countries have ratified it, 7 countries of which being countries with shipping of more than 1 million tons.

Q. It seems a long time. Why the delay?—A. The preparation of detailed regulations would be necessary.

By Mr. Goode:

Q. What is the position—I speak as a layman— of a ship belonging to a country which does not enter into the convention, and that ship comes into a Canadian port?—A. You will find that one section of the Bill is specifically made to cover that point. They should comply with the same conditions as Canadian ships.

Q. But what if they do not?—A. We could refuse them clearance.

Q. What if something should happen in our port? Have we a regulation to cover it?—A. If they cleared from their own country and arrived at one of our ports, we could not do anything about it. Perhaps we could stop them from going out.

The CHAIRMAN: I think that brings us to chapters 5 and 6 with respect to which Captain Kerr, the Supervisor of Nautical Services, was to make an explanation.

By Mr. Green:

Q. I have been calling the witness "Mr. Young". Probably I should have called him "Captain Young"?—A. "Mr." is correct.

Q. Do you also have to do with the life-saving appliances?—A. Yes, sir.

The CHAIRMAN: Would you mind stating the page, please, Mr. Green?

Mr. GREEN: Page 100.

The CHAIRMAN: Thank you.

By Mr. Green:

Q. I see there is a definition of a short international voyage. Will you explain the difference between an international voyage and a short international voyage? Why is there that distinction?—A. An international voyage is a voyage to any country in the world, between any two ports in the world, while a short international voyage is limited to a voyage between two ports which are not more than 600 miles apart, that is, a voyage not more than 600 miles in length from the last port in one country to the port of arrival in the other. The idea is that a short international voyage ship in many cases can be allowed to proceed with a smaller amount of life-saving appliances, provided, of course, that the sub-division of the ship is taken care of.

Q. Ships on an international voyage do not have to have the same amount of equipment as ships on an ordinary international voyage?—A. The equipment is largely the same with the exception of the life-saving appliances.

Q. What is the difference in life-saving appliances for these two types of ships?—A. If you turn to the table on page 113 you will find there against the "registered length of ship" the minimum capacity of life boats to be carried. On a ship making an international voyage, you must carry life boats for all on

board. But for a short international voyage, for example, in the case of a ship of 350 feet in length, she must have 4,300 cubic feet of life boats, being the normal capacity for about 430 people. In the case of a ship capable of carrying 1,000 people, those provisions of the regulations apply and in addition you can carry other life boats or buoyant apparatus to make up the balance.

Q. That is based on the theory that there would be other ships in the vicinity which would be able to rescue the people?—A. That is correct. And another factor is that ships of that type which do not carry life boats for all on board must be more closely sub-divided than a ship which carries life boats for all on board. The ship must be at least a two-compartment ship; I mean that two compartments must be capable of being flooded before the margin line will be submerged.

Q. Do the Canadian regulations make that distinction between short trips and regular international trips?—A. They do. Those regulations for all practical purposes are the same as the present regulations.

Q. There seems to be included here a provision for boat drills and fire drills.—A. That is right.

Q. Is that a new departure in Canadian shipping regulations?—A. That was not taken care of under the Act until this revision.

Hon. Mr. CHEVRIER: It was not in the Shipping Act.

Mr. GREEN: It was not in the Canada Shipping Act?

Hon. Mr. CHEVRIER: It is now in the Steamship Regulations which I tabled in the House.

Mr. GREEN: Canada has made fire drills compulsory for the first time by legislation.

Mr. GILLIS: I would like to ask a question, Mr. Chairman, as to procedure. We have been here for practically an hour now. We have done a lot of talking, but we have decided on nothing. If we are going to take up the convention section of this Bill, I think we should let the witness sit down and take it up clause by clause and argue the thing and finish with it as we go along. Otherwise, we can remain here for the rest of the session and not settle anything. So I move that we take the Bill and the convention section of it and discuss it clause by clause and settle the thing as we go along.

The CHAIRMAN: I am in the hands of the committee in that respect. I am not quite clear whether you mean to take up the convention clause by clause or the Bill?

Mr. GILLIS: Section by section.

The CHAIRMAN: You mean the Bill?

Mr. GILLIS: That is right.

The CHAIRMAN: And come to this in a general way.

Mr. GILLIS: I understood it was practically decided to take up the convention end of it first before we decided on the amendments to the Act. I move that we take up the convention and discuss it in the order in which it appears, and finish with it.

Mr. HERRIDGE: My understanding was that we were just asking general questions so that when we came to the Bill, section by section, we would have the thing cleared up in our minds.

The CHAIRMAN: That was the basis that we decided upon. However, I am in the hands of the committee.

Mr. PEARKES: Have we to pass on the convention, or is the convention included just for our information?

Hon. Mr. CHEVRIER: The convention is included for our information and our guidance. I think that parliament should know what the convention says. But

we cannot touch the convention at all. If we touch it, we reject it. We must accept it as it is. There are parts of the Bill dealing with the convention and there are other parts of the Bill dealing with the Canada Shipping Act.

By Mr. Green:

Q. I think it is important that we go over the convention because the minister will subsequently bring in a motion that Canada accept this convention just as was done in the case of the International Meteorological Organization. The latter convention was referred to the External Affairs Committee and they heard evidence on it, just as we are hearing evidence today on this safety convention. The External Affairs Committee brought in a recommendation that parliament authorize the government to accept the convention. I think the minister said yesterday he hoped this committee on Railways, Canals and Telegraphs would review the convention and bring in a similar recommendation. That is the very same work that was done by the External Affairs Committee in connection with the other convention. It would save trouble in the House if we did that. No doubt everybody will approve it. It is just a question of finding out all we can about the provisions before we do so.

Mr. CARROLL: Is this convention a part of the Act which will be passed by parliament? I would hardly think so.

Hon. Mr. CHEVRIER: Perhaps I could answer your question in this way: this convention has been already approved of by signature of Canada together with that of other countries. We could bring it in as a government notice of motion to approve the convention; but rather than to do that we would like to make it part of the Canada Shipping Act; so we are amending the Bill as we did with the 1929 convention. One of the reasons why we do it this way is so that it will form part of the Act which we have governing shipping in this country.

Mr. APPLEWHAITE: Will the convention be a permanent part of our statutes?

Hon. Mr. CHEVRIER: Yes.

The CHAIRMAN: Are we in favour of adopting Mr. Gillis' motion? All those in favour of the motion? Opposed?

I think we will carry on the way we are and perhaps we will make a little faster progress by being a little more general and figuring that a lot of these points will come up specifically as we go along. Might I suggest that—

Mr. GREEN: Are you going to start all over again?

The CHAIRMAN: No, we will go on now, we will continue. Now, we will call Mr. Kerr.

Mr. NOSEWORTHY: Was not the motion just put before the committee?

The CHAIRMAN: It was not carried. The motion was that we would take this clause by clause.

Mr. NOSEWORTHY: How many said "not agreed"?

The CHAIRMAN: We called for a vote, and, gentlemen, the least you can do is to vote. All in favour of Mr. Gillis's motion that we take the convention clause by clause—

Mr. CARROLL: From this part on?

The CHAIRMAN: From this part on.

Mr. APPLEWHAITE: Does that mean clause by clause of the Bill?

The CHAIRMAN: Clause by clause of the Bill.

Mr. GREEN: No, clause by clause of the convention.

Mr. GILLIS: Start with the convention.

The CHAIRMAN: You will be here two or three days then. Is that the wish of the committee then, that we go on clause by clause with the convention?

Some Hon. MEMBERS: Certainly not.

Hon. Mr. CHEVRIER: I think perhaps we could follow the procedure we have been following up to now. Let us keep these witnesses as long as the committee wants them and then let them go. The evidence will be taken and then when we come to the Bill, we will not have to call these witnesses over again.

The CHAIRMAN: Would that be agreeable?

Mr. GILLIS: It is immaterial to me. I wanted to get some order into things.

Mr. NOSEWORTHY: Could we take the convention chapter by chapter?

The CHAIRMAN: That is what we are doing in effect. Let us go ahead then. Are there any more questions? We are on chapter III. If we are through with chapters III and IV we will go on. Are there any more questions of Mr. Young?

Mr. GREEN: Which chapter is Mr. Young the expert on?

The CHAIRMAN: Up to chapter IV.

Mr. GREEN: We have covered chapters I, II, and III.

Hon. Mr. CHEVRIER: Let us go on to chapter VI. Mr. Young is concerned with part of VI. If you want to ask questions on this, Mr. Young will answer them.

The CHAIRMAN: Mr. Young is interested in Chapter VI regarding the carriage of grain, page 142, in the middle of the page. Is there anything on that, gentlemen?

Mr. GREEN: Does Mr. Young cover the whole of chapter VI.

Hon. Mr. CHEVRIER: No, Captain Kerr covers part of it. Mr. Young covers the part concerning the carriage of grain and dangerous goods.

By Mr. Green:

Q. Does this convention change the regulations for the carriage of dangerous goods?—A. It does not change them at all. Those regulations in the convention are only very general, and we have specific regulations which cover the same points.

Q. By the way, did Canada change her regulations after the Greenhill Park disaster in the Vancouver harbour?—A. There have been no changes made in the carriage of dangerous goods regulations.

Q. No changes are made in the regulations?—A. No change was made in the regulations since they were issued.

Q. Was that disaster caused by failure to comply with the regulations as they stood at the time?

Mr. MATTHEWS: I think that will have to be answered by another witness.

Mr. GREEN: Mr. Young does not know?

The WITNESS: No.

The CHAIRMAN: Suppose you wait until Mr. Kerr gives evidence. Any other points now?

By Mr. Mott:

Q. Mr. Chairman, who will answer the questions on Nitro-Prills?—A. As regards the Nitro-prills that subject has been under consideration between the Board of Steamship Inspection and the National Research Council for several years and they have not yet found that that kind of cargo, if carried, is dangerous.

Q. Has there been any decision given by the Research Council yet?—A. No definite decision has been given yet.

Q. And it is not considered dangerous?—A. The British have made tests by actually burning barges loaded with the material and they have not exploded.

Q. I am representing a city where there are thousands of tons in there all the time. There is one point I would like to find out from the shipping department or the ones representing it. Have they any information as to when the Research Council are going to bring down their findings?

The CHAIRMAN: That is hardly a fair question to put to the witness. He cannot answer that very well.

If there are no more questions—

Mr. GREEN: Who is responsible in Canada for the provisions covering these dangerous goods?

Hon. Mr. CHEVRIER: I would think it would be the National Harbours Board if the goods are within the jurisdiction of one of their ports; of the Department of Transport if the goods are within the jurisdiction of a Harbour Commission. As Mr. Young has indicated, a committee was set up composed of members of the National Harbours Board, the National Research Council officers, and the Department of Transport, and I think one or two other departments concerned, with the view of coming to a conclusion as to what regulations should or should not be adopted for the protection and the loading of such cargoes. Now, I do not know where it stands at the moment. I have a vague recollection on it but I would hesitate to use my memory; but I do know that the National Research Council and the National Harbours Board particularly have been working on the subject. Where it stands, I do not know, but perhaps I could get some information and have it tomorrow.

The CHAIRMAN: Chapter V. Would Captain Kerr give us his outline of this chapter and the other part of chapter VI. That is on page 133.

Captain J. W. Kerr, Supervisor of Nautical Services, called:

The WITNESS: Mr. Chairman, and gentlemen, chapter V has been brought up to date, the 1929 convention had similar provisions; the changes are made to bring up the procedure in keeping with marine practice and in keeping with the International Telecommunications Conference as it exists today. With regard to ice patrol, the United States agreed to continue the ice patrol as set out in chapter V.

Mr. GREEN: In what provision is that?

The WITNESS: Page 136, regulation six. The United States agreed to continue the ice patrol and the maritime nations of the world agreed to contribute towards the expense involved. Canada's contribution was raised from three per cent to five per cent of the gross expenditure on account of the increase in the Canadian Merchant Marine. The north Atlantic trade routes remain unchanged in regulation eight. Those routes, as you know, are laid down to keep ships clear of the greater part of the area where icebergs are to be found in the north Atlantic. The ice patrol ship gives warnings as to position of the ice, and in order to keep competition on an equal basis all the recognized shipping companies keep to these routes, covering the same ground on trans-Atlantic crossings and in keeping with safety regulations.

Direction finding apparatus in regulation twelve has been brought down, from ships of 5,000 tons to ships of 1,600 tons gross. This is an extra requirement. The manning of ships remains the same as in the convention of 1929, and search and secue is something new and in keeping—

Mr. GREEN: That is on page?

The WITNESS: Page 140.

The CHAIRMAN: Regulation fifteen.

The WITNESS: And in keeping with the arrangements made by the various maritime countries to give assistance to ships, or planes that may come down at sea. The arrangements are tied in with Departmental steamship services to bring aid in the most direct way and the shortest possible time to the scene of a disaster. The life-saving signals are also put in to facilitate the landing of

small boats on a stormy coast if they come from a ship that is wrecked and it becomes prudent to find a proper landing place. The provision of pilot ladders has been put in. I believe in regulation seventeen. This is the result of an international recommendation to have better pilot ladders over the sides of ships when pilots are embarking or disembarking. I believe several accidents have occurred and this recommendation is the result of those accidents.

Mr. CARROLL: Have there been any regulations made as regards the use of radar?

The WITNESS: No, sir, no regulations made that I am aware of.

The CHAIRMAN: I think a subsequent witness will come to that.

Mr. GREEN: That would come under chapter V, would it not, if there were any set regulations?

The WITNESS: It possibly would come under chapter V, or it might be a schedule attached to the convention if any recommendation should be made.

Mr. RILEY: These regulations with respect to pilot ladders—have they been installed as a result of representations made by pilots?

The WITNESS: No, I think it was on account of representations made by the United Kingdom authorities.

Mr. CARROLL: I think I made a representation of that kind in connection with the loss of a pilot boat in the Halifax harbour.

The WITNESS: Yes, you did. That is the Hebridean case. I should have remembered that.

By Mr. Green:

Q. Are there any of the leading maritime nations which are not parties to this convention?—A. They were all present and they all signed the convention as far as I am aware.

Q. How about Russia?—A. I think they were given a month to decide. I remember they were given a month to sign but they had to refer back to Moscow to get permission but I understand they did not sign.

Q. Are there any other nations not parties to the convention?—A. Russia is the only one I can think of.

Q. Yugoslavia?—A. Yugoslavia is not a maritime nation of any consequence, but I understand now that this country did not sign.

Mr. APPLEWHAITE: I would like to ask a question on chapter V.

The CHAIRMAN: What is it on? Radio, too?

Mr. APPLEWHAITE: No, on regulation fifteen.

The CHAIRMAN: All right, go ahead.

By Mr. Applewhaite:

Q. I understand this is a dangerous subject to bring up. I am not looking for a long argument. The regulation says in very general terms each contracting government undertakes to insure and it goes on to say: "This arrangement should include". Is there anything in the nature of international inspection? Is it possible for other countries to insist that Canada, for instance, come up to a certain standard in search and rescue, and what is the position in any country that does not provide the facilities that other countries think they should provide.—A. I understand that the liaison between Canada and the United States in search and rescue is very close and very effective.

Q. I mean, under the terms of the convention.—A. I should think that the liaison work already done would continue and probably improve under the convention.

Q. But there is no provision for it in the convention?—A. There is no provision for it in the convention.

By Mr. Green:

Q. So that any of the other countries could require Canada to provide certain search and rescue ships?—A. I think the only country likely to make such a request is the United States, and our relations are so good at the present time that I cannot see any difficulty in the way.

Q. Quite, but the fact does remain that we might have to provide a search and rescue ship off the British Columbia coast as a part of the convention?—A. I think the ordinary life-saving facilities at sea would be sufficient to take care of a ship in distress irrespective of the nationality of the ship.

By Mr. Noseworthy:

Q. While you are on that point, Mr. Chairman, has the Canadian government as yet—I do not think it has applied the convention strictly—what steps has the Canadian government taken since confederation with Newfoundland to provide for ships to perform this search and rescue service around the coast of Newfoundland?—A. It is my understanding that the vessels of the Department of Transport on our coasts including Newfoundland, take part in search and rescue work; including vessels of the Departments of Transport and Fisheries; also the R.C.A.F. with their vessels and their planes; and it is my understanding that the search and rescue headquarters at Halifax takes in all the coast of Newfoundland and all other parts of Canada's East Coast.

Q. Do you know whether there have been any additional facilities such as ships, patrol vessels, made available on the coast of Newfoundland?—A. I do not know, sir.

The CHAIRMAN: If that is all shall we call Mr. Caton, the Chief Inspector of Radio?

By Mr. Green:

Q. I would like to ask Captain Kerr a further question. This regulation 15 in effect is a coast guard regulation, is it not?—A. I do not know, sir; but I do know that there is a very active and live organization among the various government departments in connection with search and rescue and for that reason all persons or vessels in distress on our coast are afforded protection.

Q. On the west coast at least we believe we are not getting a coast guard service in effect. You probably could answer that. That is the way we all feel about it and we would like to see something done about it. I think there is at least some obligation on Canada under this regulation 15 to establish in effect what is a coast guard service.—A. It is my understanding that Canada has already in effect a service of rescue on our coasts which would compare very very favourably with what is required under regulation 15.

Q. It would not compare very closely on the west coast.—A. On the west coast the R.C.A.F. are doing this work with their vessels and planes and in co-operation with the other government departments. I think the work being done in this respect is very effective.

Mr. GOODE: It is excellent.

By Mr. Green:

Q. But the regulation obviously applies to the North Atlantic routes?—A. Yes.

Q. And apparently there has been an agreement reached between the various countries with regard to the use of these North Atlantic routes?—A. Yes sir.

Q. Is there any other similar arrangement with regard to routes on the Pacific?—A. I do not think they have the ice problem on the North Pacific

that they have on the North Atlantic, but I do believe there is an agreement with respect to traffic across the North Pacific in the foggy season, for keeping ships clear of each other when on the normal shipping lanes.

Q. That is under this convention?—A. Well, the two things are somewhat different. On the one hand you have the ice patrol on the Atlantic—on the North Atlantic routes—they are made in connection with the ice patrol and for the avoidance of icebergs on the Grand Banks of Newfoundland.

Q. There would be great benefit to Canada, would there not, if we had some agreement concerning the Pacific?—A. No sir, I think the voluntary agreement between the steamship companies concerned is the best sort of agreement for the Pacific.

Q. Why is it true there?—A. Because of fog which is also found on the North Atlantic—

Q. We have fog on the Pacific too.

Mr. GOODE: We get fog out there too.

The CHAIRMAN: And there is lots of fog down here too.

The WITNESS: Fog is a menace at certain times on both oceans.

Mr. GREEN: Weather ships have not been established off the Pacific coast. I would suggest that the Department of Transport might look into the possibility of reaching some agreement concerning that out there.

Mr. GOODE: I think it should be said here, Mr. Chairman, about this R.C.A.F. search and rescue crew on the west coast, that it is working most effectively and it is a great source of satisfaction to all concerned.

The CHAIRMAN: Then we come to chapter VI. Captain Kerr, you handle that paragraph too?

The WITNESS: Yes. Chapter VI includes regulations for the carriage of grain in bulk. This regulation was not in the 1929 convention. It was introduced I think at the request of the United Kingdom and the United States. It relates to the loading of grain cargoes in Canadian ports and the regulations are to allow ships to carry heavy grain as well as light grain in their upper 'tween decks.

By Mr. Green:

Q. What is that?—A. The upper decks, the upper 'tween decks, in between the upper decks, and to allow them to carry heavy grain in bulk in bins. If you take a space like this room, and divide it into additional rooms and make arrangements to keep grain in each bin so as to avoid the movement. By this means in a ship in a seaway a ship is kept from becoming unstable. This requirement will be taken care of under this regulation. In other words, through the introduction of this regulation we change a practice which has been in effect for many years past. In the light of the experience of the United Kingdom and other countries it was felt that by this change we would be making progress in the shipping of grain and provide for improved shipment of grain from Canadian ports to any other part of the world. It would mean that the movement of bulk grain cargoes would be expedited.

Q. Is that already in effect?—A. The proposed regulations are not in effect yet, but the matter is under consideration.

By Mr. Adamson:

Q. What is heavy grain?—A. Light grains under the regulations consist of oats and cotton seed; and all grains under our regulations, that is in regard to ships' cargoes, heavy grains include wheat, corn and barley. These are classed as heavy grains while oats and cotton seed—although we have no cotton seed originating in Canada—are classed as light grains. We can carry light grain in

upper 'tween decks at the present time but we want to have authority to ship heavy grains in upper 'tween deck space and that is the reason for the suggested change in the regulations.

Q. What does light grain weigh per bushel?—A. It would run probably from 42 to 50 pounds to the bushel, and I think heavy grain, if I remember rightly, would be about 60 pounds to the bushel. As a matter of fact, I know that this weight is used in working out capacity against the weight for wheat in the grain trade.

By Mr. Green:

Q. Will that reduce the cost of shipping grain?—A. It will reduce the cost in some cases. It will depend largely on the amount of lumber required in making the bins, otherwise you have to use burlap bags to bag the grain to cover the loose grain in a compartment. If you have to import burlap bags the cost factor has to be taken into account.

Q. Is it going to save cost?—A. It is going to save cost, certainly to the extent that we have to import burlap bags. We carry the grain sometimes in bulk on the upper decks and we have to top it off with grain in bags. If we have the lumber handy we can make bins and possibly do it more economically. The proposed regulations will have the effect of expediting the loading of grain, and it will also save to some extent in loading costs depending on the type of ship.

Q. That grain will be largely carried on vessels of other nations?—A. I think a cross section of the shipping at Vancouver would give a very good idea of the nationality of the ships that would carry grain from the west coast.

Q. Canada has a good many Swedish ships and British ships which come to Canada and carry grain on the return trip; would they be under the British or Swedish regulations?—A. Every shipload of grain loaded at Canadian ports has to comply with Canadian grain loading regulations and Canada is now considering the adoption by international agreement under the convention of general rules and conditions under which bulk grain shall be carried in future.

By Mr. Carroll:

Q. There is one question I would like to bring to your attention. You remember you were overseas a few years ago at a meeting at which the question of radar was up for discussion.—A. Yes.

Q. Were any regulations suggested at that time for its use of civilian shipping; I mean outside the navy?—A. The question of radar came up at the International Convention. Some countries felt that something should be done to give ships equipped with radar certain privileges, but the majority opinion was against it. I think myself that the general feeling of the convention was that while radar is an excellent aid to navigation it should be considered only as an aid to navigation, and that the rules of the road at sea should apply without any deviation from the rules as we know them at the moment when radar is used strictly as an aid to navigation.

Q. You perhaps know why I asked you that.

By Mr. Green:

Q. As a result of that is there any need today for compelling a ship at sea to be equipped with radar?—A. No sir, but I think the benefits which accrue from having radar in a ship are so great that the owner wants to make a quick turn-around on a voyage will have his ship equipped with radar.

MR. ADAMSON: Does this chapter also include the carriage of dangerous goods? I do not see mention here of nitrate.

Hon. MR. CHEVRIER: We dealt with that before you came in.

The CHAIRMAN: I think we are now ready for the next phase of the Bill, and that is to have Mr. Caton give us the story as far as chapter IV, page 120, is concerned, on radiotelegraphy and radiotelephony.

Mr. W. A. Caton, Radio Division, Department of Transport, called:

The WITNESS: Mr. Chairman and gentlemen, the radio chapter of the safety convention has mainly been an amendment to take advantage of the technological terminology and the great growth in our knowledge since the first convention was written. Many of the things that were said in general terms in the earlier convention can now be said more precisely from the technical point of view. In addition there are certain specific changes as regard to the fitting of ships. The first is the advantage taken of radiotelephony wherein cargo ships from 500 to 1,600 tons may now be fitted with radiotelephony.

Mr. GREEN: That is cargo ships, not passenger ships.

The WITNESS: Cargo ships, not passenger ships. Prior to this new convention cargo ships of 1,600 tons and over were required to carry radiotelegraphy on international voyages. This convention has reduced the tonnage to 500 and permitted radiotelephony in addition to the requirement of radiotelegraphy down to 1,600.

Mr. GREEN: But before that they didn't have to have it?

The WITNESS: That is right.

Mr. PEARKES: But they now have to have either telegraphy or radiotelephony?

The WITNESS: Yes. There is no change in passenger ships; irrespective of size they are required to carry radiotelegraphy.

Mr. BROOKS: But only on international voyages.

The WITNESS: International voyages, that is what we are dealing with now. The exemption wording has been changed with respect to specific mileage from land and distance. That is the provision shown on page 121, exemption from regulation 3. This provides that the government may make exemptions bearing in mind the nature of the voyage, the distance of the ship from the shore, the length of the voyage and a general knowledge of hazards and other conditions affecting safety. In the same way these provisions allow for exemption through the use of radiotelephony in certain circumstances.

Mr. GREEN: In other words, there is very wide discretions given there to exempt a ship?

The WITNESS: Yes. There is one very important change in watch regulations. The new convention requires that each ship compulsorily fitted, must keep watch on the distress frequency while at sea, and there are provisions also that under certain circumstances where ships are fitted with an automatic alarm, the actual physical watch by operator is limited in accordance with the provisions on page 122 for passenger ships and cargo ships.

Mr. MOTT: Does it set out in the regulations how many operators must be carried—or because they have this alarm must they carry just one?

The WITNESS: It requires at least one operator; under regulation 7, one qualified operator—and with respect to passenger ships they require two operators.

The CHAIRMAN: Under regulation 7 (b) (ii). Are there any further questions, gentlemen?

Mr. GREEN: What about the radio logs required under regulation 16?

The WITNESS: The radio log has been laid down in a more specific and precise manner—as to just what will go in that log.

The CHAIRMAN: If there are no further questions—

By Mr. Green:

Q. There are more questions. Can you explain the difference between radio telegraphy and radio telephony?—A. Well, sir, I can tell you what we have. We have at all our coast stations on the Great Lakes down the St. Lawrence river, and around the Atlantic coast dual radio telegraphy and radio telephony stations. A ship at sea may communicate with a coast station by either system. Radio telephony has voice and it consists of a unit on board the ship which is usually operated by one of the officers on the ship and in the same manner as one would use an ordinary telephone. The officer picks up the 'phone and calls the coast station. The coast station accepts messages and in some cases, for instance Halifax, it can plug right into any telephone in the country.

Mr. GOODE: They do that in Vancouver too?

The WITNESS: Yes.

By Mr. Green:

Q. Under the radio telephony system you do not have an operator who has no other work to do?—A. That is correct.

Q. It may be the freight clerk or the purser or one of the officers—there is no man whose sole duty it is to look after communication?—A. That is the difference between radio telegraphy and radio telephony.

Q. So that if that man is doing something else when you call from one of your stations you do not get the ship? You get it only if the man happens to be there?—A. For safety purposes under the convention it provides for watch by loud speakers. That equipment would probably be installed on the bridge, which is a readily accessible place, and a man there would hear it. In addition there are systems in the Great Lakes where they ring bells—by selective calling.

Q. In the case of radio telegraphy there is an operator on the ship whose business is to look after that operation?—A. He is a specialist who does nothing else.

Q. That is certainly an advantage?—A. Yes.

By Mr. Goode:

Q. Does not section 8 say that there must be a radio telegraph operator on board?—A. He must be a member of the crew.

Q. And he must be qualified?—A. Yes.

By Mr. Green:

Q. What qualifications must he have?—A. We set up qualifications for different certificates in accordance with the International Telecommunications Convention. Those are generalized; the man is not supposed to be a technical man—other than to make minor adjustments to the equipment—turning it off and on.

Q. He does not have to fix the apparatus?—A. No.

Q. And primarily the purser or someone else answers the telephone and the particular man or may not be there when he is needed?—A. From a safety point of view, under the convention, I think when the regulations are drafted it will be necessary in compulsorily equipped ships that the telephone be in such a position that someone will be observing it or able to hear it at all times.

Mr. MOTT: Would that not be something for the officer of the watch?

The WITNESS: That is right.

Mr. ADAMSON: It rings automatically when the ship is called?

The WITNESS: It could be made to operate that way but it is not so automatically. It is a call on a loud speaker that is heard.

By Mr. Applewhaite:

Q. Would you care to give an opinion as to whether radio telephone or radio telegraph—particularly with reference to the type of machinery—is most likely to go out of kilter, and not be likely to do the work?—A. That is a very difficult thing to answer.

Q. It is important, because you are making a difference in the class of vessels?—A. Radio telephony equipment can be built to very precise specifications—the same as any other type of equipment. It can be operated day in and day out without attention, the same as a broadcasting station if necessary. You must also appreciate that the equipment now in use on small vessels is not compulsorily fitted on those vessels. Therefore, they may carry lower powered equipment or short equipment which would be quite satisfactory to them. It is not required under the law and must only comply with the technical requirements as to interference from other equipment—there are certain needs there. Under the safety conventions more precise specifications are required and the guide to the specifications is included in the convention. When we draw up the regulations to implement the convention we will have to include technical provisions.

Q. What about the likelihood of the machines going into disrepair?—A. As I said, that is entirely a design factor. They can be built almost perfectly—not perfectly, as nothing is perfect.

Q. Is the equipment for radio telephone as protective and as well built to give service to other vessels as is the case with radio telegraph?—A. Perhaps the convention itself answers that by providing for radio telegraphy for all passenger ships on international voyage.

By Mr. Pearkes:

Q. Does the automatic alarm under regulation 11 apply automatically to radio telegraphy and radio telephony?—A. No sir, the countries in the world are working on auto alarm systems for radio telephony. On the Great Lakes, for commercial purposes, they have a selective calling radio system whereby they send certain tones over their radio frequency channels, and these tones ring a bell on board the ship they wish to call. That in a sense is an indication of the progress that may be made towards auto alarm.

Q. We have not got to that stage yet with ordinary ocean going vessels?

By Mr. Green:

Q. The nations who have signed this convention are pretty clear about the respective merits of radio telephony and radio telegraphy. It is set out at page 120 that: "Passenger ships irrespective of size, and cargo ships of 1600 tons gross tonnage and upwards, unless exempted under regulation 5, shall be fitted with a radio telegraph installation complying with the provisions of regulations 9 and 10."—A. Yes. As I say, at the present time radio telegraphy is capable of much greater range. Radio telephony is primarily a coastal communication system. As you can readily imagine interference resulting from electric storms and other signals would have a tendency to garble much more than is the case in radio telegraphy.

Q. Yes, with a lot of people speaking from tugs and so on there would be interference?—A. That is true, but interference is not wholly limited to radio telephony. Under the convention there is established a radio telephony distress frequency. That frequency was the result of the deliberations of the countries of the world in 1947 at Atlantic City—at the International Telecommunication Conference. They adopted a frequency of 2182 kilocycles as a world-wide radiotelephone distress frequency. While it may take some time to implement that, as all countries are not fitted with phone sets, yet we have an alternate of 1630—on the west coast—for radio telephony equipment on ships.

Q. I guess you know about the wreck of the Chelosin less than a year ago. She was coming into Vancouver in one of the 'rare' fogs we have out there and the man on the first narrows bridge who operates the radar station could see her heading right for the rocky shore of Stanley Park. He tried to warn her by radio telephone and could not get any answer and the ship piled up on the rocks.

Hon. Mr. CHEVRIER: It was not a case of the radio telephone going wrong.

Mr. GREEN: In any event she did not have radio telegraphy—she had radio telephone and if it had not been a smooth night there would have been quite a few drowned.

Hon. Mr. CHEVRIER: I would like to have you hear Captain Kerr on that.

Mr. KERR: In the case of the Chelosin the master of that ship was a man with many years experience and a man who thought he knew where the ship was all the way through. We have every confidence that was the cause of the wreck of the Chelosin.

Mr. GREEN: If he had heard the 'phone message from the bridge he would not have gone aground.

Mr. KERR: A man who has been doing a thing for twenty or twenty-five years may think he can do it so well that he does not have to check everything—and we all know it is human nature for shipmasters to be over confident. Many ships go ashore because of over confidence of the masters. They are so sure. Coming in from point Atkinson a mistake harbour was made and the ship went ashore at Stanley Park. The weather was calm and no one was injured—everyone got off.

Mr. GREEN: That was more good luck than good management.

Mr. KERR: I think myself, if I may say so, that the wreck of the Chelosin was not due to any radio defect or lack of radio equipment. It was due to over confidence on the part of the master.

Mr. GREEN: There was considerable feeling that the master was wrongly blamed for it, but I do not know the facts.

Mr. KERR: We can all be blamed for over confidence at times, I think.

The CHAIRMAN: I think we are about at the point where we are ready to consider the bill clause by clause.

Mr. GREEN: What about Mr. Blouin?

The CHAIRMAN: I am sorry, you are quite right. At this point I meant to call Mr. Blouin because there is no juncture in the bill where we can call on him. He has a few things to say which I think are apropos at this time. Mr. Blouin is general chairman of the radio division of the Commercial Telegraphers Union and I think he has a few things to say in connection with conditions as they exist on the west coast of Canada with regard to comulsion of having competent radio officers on passenger vessels.

Mr. A. Blouin, General Chairman, Radio Division, Commercial Telegraphers Union, called:

The WITNESS: Mr. Chairman, and gentlemen, I have quite a lot to say, but I shall make it very brief because I know you people have been here a long time and would like to get home.

I have been in the radio business as a radio officer and operator for the last 35 years. I was on watch when the ill-fated Empress of Ireland got rammed near Rimouski; and since then I have been for ten years at sea on cargo boats, naval vessels, and passenger vessels; and for 25 years at coastal stations operated by Marconi for the government of Canada. So I think I can speak to you with some experience.

I would like to say a few words in conjunction with the last speaker, Mr. Caton, regarding radio telephony. At the Toronto station we have both the radio telephone and the radio telegraph. The radio telephone is not a device beyond error. It is a mechanical device and it may go wrong. My point is proven by the fact that we receive at the Toronto station an average of three or four calls per day for repairs; and moreover our company keeps key men at given points such as Port Arthur, Sault Ste. Marie, Montreal, Toronto and so on to effect repairs.

As radio men we believe in progress. At one time on the Great Lakes we had as many as 60 to 70 radio officers manning ships, cargo boats and passenger vessels. But at the present time there are only three left. Nevertheless we have accepted this modern progress. Although it has disposed of a lot of our men, they were fortunate enough to be taken on by the Department of Transport for the Air Service. As regards the automatic alarm, that is another mechanical device which does go wrong at times.

As a matter of fact, the American boats found there was such a large number of false alarms that with the operators being disturbed at night and charging for one hour overtime upon each occasion, it was more economical to keep three radio operators on the job. Accordingly they follow this practice at least in connection with passenger vessels.

The vital fact that we are most interested in is as follows: We have made representations ever since the year 1942 on the question of what work, especially on the west coast of Canada, shall be done in a combination of jobs. A man may be hired as a radio officer officially, but for practical purposes he has got to do freight clerk work and pursers work, and consequently is not able to attend to his radio work.

You will see that the Act provides that the radio log has to be kept up, that the radio has to be checked and that the batteries have to be kept at a very high standard in order to permit operation of the emergency set. To my mind there is no reason at all why passenger vessels should not carry an operator or a radio officer to attend to the wireless gear and to see that the safety of life of its passengers and crew are well protected.

I would like to read to you now a couple of brief letters from men who have been on the job, and at the same time I would like to leave with you a picture of the *Cardena* when she crashed on the rocks. You will see that this boat was in a very curious position. It was fortunate that it happened on a day which was rather calm and when there were no high winds blowing. If there had been a high wind, I do not know how any man on board could have handled the radio communication effectively and at the same time kept order and discipline on board the ship. It would have been impossible.

I would like to read to you a couple of letters from men on the west coast actually working on the job. The first letter reads as follows:—

DEAR SIR,

In May 1947 I was engaged by the Union Steamships Ltd., in the capacity of Radio Officer and Freight Clerk for the period of the University holidays. When being engaged I was told by Mr. Crompton of the Union Steamships that I would be under the jurisdiction of the Chief Purser and was to obey all his orders and that I was not to wear stripes outranking him.

I found in practice that I was required to work at least eight hours per day, often much more, as Freight Clerk, said duties to be performed in the Purser's Office, in the freight hold, and on the dock, as well as some in the Radio Office. After getting to sea in the S.S. *Cassiar*, the Master, Captain Godfrey, said to me: 'This company has never been very strict about radio watches. Since you will have plenty to do as

Freight Clerk, it is customary to get sleep when you can, regardless of radio watch keeping periods'. I replied that Official Radio Watches would be kept unless he ordered me, in writing, to do otherwise. He refused to give me such an order. I thereupon maintained Official Radio Watches and refused to do such other work as would interfere with those watches.

On completion of the first voyage, I told the Purser (Mr. Charles Guy) that I was unable to carry on under the circumstances. The Purser replied that the Company would not carry 'dead wood such as Radio Operators'. I thereupon quit.

I have another letter which is about the same length and which reads as follows:—

SIR,

On October 21st I joined S.S. *Princess Mary* at Vancouver as Radio Officer following a combination freight clerk-operator. I found two 6-volt units of the main 36-volt battery and both receiver filament batteries dead. The main battery is the sole source of power for the transmitter. I tried for three days to charge the defective main batteries, but they were hopelessly gone. The two receiver batteries, after three days of care, came up to full charge.

With the main battery as I found it the transmitter would run for about ten minutes, but if it was shut down after only one minute of operation it would not restart without putting the batteries on charge or allowing them to 'rest' for some time. This condition is one that must have developed gradually and should have been corrected, possibly several months ago.

The aerial lead-in was very slack and free to foul other aerials (broadcast), the whistle lanyard, etc. This also should have been attended to long ago. There were also a number of minor faults indicating a serious laxity in radio maintenance.

I am enclosing a copy of the log (PV) for a few days previous to my coming here and also for a few days of September. It is typical of copies on the station dating back three years to June 1945. There is no indication in any of them of any watches ever having been maintained. Even arrival and departure times are seldom mentioned.

I might add that the Purser told me himself that a 'combination' man who attended to his radio duties would be of no use to him. I am hereonly temporarily as Radio Officer only and he considers this a much more satisfactory arrangement.

We know that the International Convention for Safety of Life at Sea calls for a certain minimum. I think that a country such as Canada could go further in its amendment of the present Canada Shipping Act and put a few teeth into the amendment which would compel ship owners to hire radio operators on passenger vessels on the west coast of Canada. That would mean, of course, an addition expenditure of approximately \$200 a month. But some of them to carry hundreds of passengers.

By Mr. Herridge:

Q. On each ship?—A. Yes. The cost is very small and I would urge upon you gentlemen to use your good offices here to see that radio officers are carried on passenger ships operating on the west coast of Canada. I thank you very much, Mr. Chairman, the Honourable Minister, and gentlemen.

By Mr. Goode:

Q. On this subject of shipping on the west coast that you were speaking about, I do not think it would be reasonable to ask the small boats of the Union Steamship Company, for instance, to carry radio operators to do that work alone. I have watched them at work and I would see a fellow walk down to the bottom of the gang plank; and if there happened to be a couple of cases of sardines, he would check them up and away we would go. Do you think it is unreasonable to ask a radio officer to do that type of work?—A. You may find that the cost of \$200 a month would add up to your expenditures, but on the other hand for a trifling cost you will have that man on board and in case of emergency he may be able to save not only lives but thousand of dollars worth of merchandise. I think as a matter of safety the radio man should attend to radio business alone and not to other work; because if you have that loophole and try to have the radio man do other jobs, the matter grows. One day he will be asked to do certain duties and on another day he will be asked to do a little more, so that in time it may increase and increase until it gets beyond all proportions.

Q. I shall not argue with you at the moment whether you are right or wrong. But I do recall seeing the boat you spoke of, the *Cassiar*, and I would be unwilling to support the idea of a radio man sitting up on his little bridge doing only that one job because they are not outside of land for five minutes in a day. I am thinking of the run from Vancouver to Squamish, for instance.

Mr. GREEN: I do not think it applies to the run to Squamish.

Mr. GOODE: I think he mentioned the *Cassiar*, which takes that run.

Mr. GREEN: The run to the north.

Mr. GOODE: I wonder if Captain Kerr considers that the *Cardena* wreck was a matter of over-confidence as well? Those two ships, which you mentioned before, are both owned by the same shipping company.

Captain KERR: May I inquire if the wreck or the accident to the *Cardena* is what you have in mind.

The WITNESS: The *Cardena* had only a radio telephone. She had no operator. She was carrying passengers.

Captain KERR: It is not unusual for ships on the west coast in foggy weather to go ashore.

Mr. GOODE: Could I ask you a specific question, Captain Kerr? Do you think that the wreck of the *Cardena* was due to over-confidence.

Captain KERR: I would like to have a look at the report first.

Mr. GOODE: Well, you offered a definite opinion in the case of the other boat today?

Captain KERR: An inquiry into the wreck was held, and I had the report before me.

Hon. Mr. CHEVRIER: I asked Captain Kerr to make a report on it. It is the responsibility of the Department of Transport to see to amendments of the Canada Shipping Act. The cases which Captain Blouin discussed were given careful consideration. I would like to hear men from the department say that and the reason why instructions were put into effect for amendment to the Act.

Mr. PEARKES: Did I understand Captain Blouin to say that all passenger ships should carry wireless operators?

Hon. Mr. CHEVRIER: I think he said that he saw no reason why every passenger ship should not.

Mr. MOTT: At the present time passenger ships are not carrying qualified wireless operators. Therefore the one who has to look after the radio may not

be qualified to look after the equipment. With respect to Mr. Goode's question concerning the ships going to Squamish, it seems to me that the wireless operator may be stuck up in the cabin and he may be listening to other ships at sea.

Hon. Mr. CHEVRIER: They carry a radio telephoner and operate a radio telephone.

The CHAIRMAN: Do you wish to hear from Mr. Matthews now?

Mr. ADAMSON: Surely the international agreement for safety at sea would require every passenger vessel to carry a wireless telegrapher?

Hon. Mr. CHEVRIER: This has nothing to do with international vessels. This is a different matter altogether. We have dealt with the convention. This has to do with our own ships.

Mr. ADAMSON: But even if they ran to Alaska, surely?

The CHAIRMAN: Let us hear Mr. Matthews. Perhaps he can shed some light on the situation.

Mr. HERRIDGE: I would suggest that the witness explain to the committee what the condition on the coast is at the present time; what officers they are carrying?

Mr. PEARKES: I would like to have it made quite clear on this point: do you mean small ferries like the *Cy Peck* carrying, on some occasions, as many as 100 passengers going from the Saanich Peninsula to the Gulf Islands? Would they be expected to carry a wireless operator? Was that the recommendation of the witness?

Hon. Mr. CHEVRIER: Perhaps the witness had better answer that question.

The WITNESS: The gentleman here was talking to me when you asked your question, Mr. Pearkes.

Mr. PEARKES: What I think you said was that passenger carrying ships on the west coast would be expected to carry a wireless officer operator. Would that apply to such ships as the *Cy Peck* which plies between the Saanich Peninsula and Ganges and which sometimes carries as many as 100 passengers to the Gulf Islands.

The WITNESS: No, sir, we are not asking for that at all, we are not asking for ferries, we are asking for boats going at least fifty miles.

Hon. Mr. CHEVRIER: General Pearkes asked where the line is drawn?

The WITNESS: That is up to the department, to Mr. Lefrancois, to draw the line; I said, all vessels carrying passengers, I did not say vessels going certain distances. I was not very explicit about that. I certainly did not have the ferry boats in mind.

Mr. HODGSON: Any passenger ship, even if it is a ferry boat, carrying a hundred passengers should have a wireless operator on it.

Mr. MATTHEWS: The departmental committee of the Department of Transport considered this amendment, went into this question very carefully and those officers concerned with the navigational features and the officers concerned with the radio formed a special committee and they decided to make a survey of the west coast and for doing that they appointed Captain Barbour, who is the supervisor of masters and mates, and he made the report. I would like to summarize what his report indicates.

Mr. GREEN: Does that explain what the provisions are at the moment?

Hon. Mr. CHEVRIER: The report does not but someone here could.

Mr. GREEN: Could Mr. Matthews tell us what the law is now?

Mr. HERRIDGE: And what the conditions are at the present time?

The CHAIRMAN: That would be interesting.

Mr. MATTHEWS: I will ask Mr. Caton to explain that from a technical standpoint.

Mr. CATON: Section 406 (2) provides (a) All passenger steamships, whether registered in Canada or not, which are not within subsection (1) of this section (i) carrying or certified to carry fifty or more persons, including passengers and crew, and going on any voyage which is or which includes a voyage of more than 200 nautical miles from one place to another place; or (ii) carrying or certified to carry 250 or more persons, including passengers and crew, and going on any voyage which is or which includes a voyage of more than ninety nautical miles from one place to another place; or (iii) carrying or certified to carry five hundred or more persons including passengers and crew and going on any voyage which is or which includes a voyage of more than twenty nautical miles from one place to another place; shall before leaving any place in Canada be fitted with a radiotelegraph installation complying with the provisions of Article 31 of the Safety Convention and shall carry such operators with such qualifications as are prescribed in the regulations issued hereunder.

Hon. Mr. CHEVRIER: Will you tell us just what that means to the layman?

Mr. ROBINSON: In so far as operators are concerned.

Hon. Mr. CHEVRIER: Tell us what is asked for by these representations?

Mr. CATON: It means that a vessel carrying fifty or more persons and going on a voyage of more than 200 nautical miles must be equipped with a radiotelegraph installation.

Mr. PEARKES: That means a non-stop voyage, does it?

Mr. CATON: That is from one place to another place.

Mr. PEARKES: Non-stop?

Mr. APPLEWHAITE: If the voyage undertaken was 600 miles and the ship stopped every 100 miles you would regard that as a voyage of less than 200 miles.

Mr. CATON: That is correct, from one place to another.

Now, if that ship carries or is certified to carry 250 or more passengers and goes on a voyage greater than ninety nautical miles it shall be equipped with a radiotelegraph installation.

Mr. GREEN: That is, a bigger ship?

Mr. Caton: Carrying more passengers. It is on the basis of the passengers rather than the size of the ship.

Mr. MOTT: They have to carry a qualified operator?

Mr. CATON: That is correct. And if a ship is carrying, or certified to carry, 500 or more persons on a voyage of more than twenty nautical miles, it shall carry a radiotelegraph installation and an operator.

Mr. MOTT: That gets us down to the ferry boat stage.

Hon. Mr. CHEVRIER: What is the effect of these representations?

Mr. CATON: The effect of these representations? In the first instance, is it a matter of dual duties or is it with respect to the matter of passengers?

Mr. ROBINSON: Excuse me, Mr. Chairman, before that is answered should not the witness also say what the regulations provide for with regard to operators and watches?

Hon. Mr. CHEVRIER: Yes. Perhaps. Do you know what they are, Mr. Caton? "And shall carry such operators with such qualifications as are prescribed in the regulations issued hereunder". That is the Canada Shipping Act, on page 163.

Mr. GREEN: Could we each get a copy of that Canada Shipping Act with amendments? I have one here but I think only two or three members have a copy.

Hon. Mr. CHEVRIER: There are quite a number of copies but I do not know if we have enough to go around.

Mr. HERRIDGE: We can hear the explanation in the meantime.

Mr. CATON: Regulation 24 of Part I of Radio Regulations for Ship Stations made by the minister under authority of section 409 of the Canada Shipping Act provides:

Operators to be carried: Ships compulsorily fitted with a radiotelegraphic installation under the provisions of section 406 of the Canada Shipping Act, 1934, shall, for safety purposes, carry a minimum number of operators holding a first or second class certificate as follows: (1) ships plying on waters other than the lakes, rivers or along the coasts of Canada not fitted with an automatic alarm (a) (i) passenger ships under 3,000 tons gross tonnage, one operator; (ii) passenger ships 3,000 tons gross tonnage and upwards,—if the hours during which the ships are being navigated do not exceed eight hours per day, one operator; if the hours exceed eight hours per day, one operator; if the hours exceed eight hours per day, two operators.

Mr. GREEN: Most of the west coast passenger ships come under the one operator provision, do they not, and the way the companies get around this business, I understand, is under this provision III, if they call at some little dock every twenty miles, then they do not need to carry a radio operator at all?

Mr. GOODE: Just a log boom somewhere?

Mr. GREEN: Yes. Is that not the complaint? In order to get away from these regulations which obviously mean that a ship carrying 500 passengers must have a radio operator if she goes more than twenty miles—and everyone in this committee would think that a ship going from Victoria to Prince Rupert should have a radio telegraph operator—I think they try to get around that provision by calling at some place every twenty miles and they say they have never gone a distance more than twenty miles, and therefore, they do not need a radio operator.

The WITNESS: That is quite correct, Mr. Green.

Mr. GREEN: I do not think they have to carry an operator. That is a flaw in the wording—from place to place. It is noted that the regulations issued on April 12, 1950, for fire precautions, use the length of the voyage from point of commencement to the furthest out bound point as a criterion of the distance.

Mr. GOODE: Could we get an answer about the *Princess Mary*? Mr. Blouin said something about the condition of the equipment on the *Princess Mary*. What about her? She goes up the west coast of Vancouver Island and does not make so very many places. I think if this evidence goes out without an answer to that, the people on the coast are going to misunderstand the regulations entirely. Mr. Caton, do you remember what Mr. Blouin said?

Mr. CATON: I have some recollection of the—

Mr. GOODE: I will tell you what he said: He said that the equipment on the *Princess Mary* was not usable. That is what you said, Mr. Blouin?

The WITNESS: The batteries were down.

Mr. GOODE: I do not know but he said it could not be used.

Mr. CATON: We received a report to that effect and our inspectors on the coast investigated the circumstances. Now, inspectors cannot be everywhere and it is the responsibility of operators to see that the equipment is maintained. I may be wrong on this, but I believe the operator responsible in that particular case was discharged.

By Mr. Goode:

Q. Was he fired or not?—A. I do not know.

Q. You are the representative of the men,—do you not know?—A. That was not one of our men, he was a combination man.

Mr. CATON: We send out definite instructions to inspectors that they must see that the shipping companies must adhere very definitely to the provisions of the Canada Shipping Act and the regulations.

Mr. GOODE: Did you send instructions out that this man was to be discharged?

Mr. CATON: No, sir.

Mr. GOODE: Was it the job of your department to see that he was taken off the ship?

Mr. CATON: The inspectors could and did report to the steamship company the very serious condition of the equipment, and it was drawn to their attention.

Mr. GOODE: In those cases, then, discharge would be automatic. It would be automatic that he had to leave his ship?

Mr. CATON: Not necessarily, sir. The steamship company reprimands a man and he can continue operating.

Mr. GOODE: In this case you know he was discharged?

Mr. CATON: That is my belief of what took place.

Mr. MOTT: I just wanted to mention a word about that 200 mile provision. The distance from Vancouver to Prince Rupert is 500 miles. I have had the privilege of travelling it on many occasions. These passenger boats carry mail and freight as well and they do stop at a few small places on the way up and back. The fact of their stopping at those few small places I do not think should be an excuse for their not fulfilling the same regulations as are required of other ships. That is a very dangerous coast. There can be no doubt about that. Their real voyage is 500 miles, but the provisions of the Shipping Act can be defeated at any time because the government permits them to go in and deliver mail and freight at these points up and down the coast and that brings them under this clause. I think there is a very important point there which necessitates careful consideration of this Bill.

The CHAIRMAN: Let us hear what Mr. Matthews has to say on this point.

Mr. MATTHEWS: Speaking about Captain Barbour's report I have a summary of this report which I would like to read to the committee. It is a survey of ship and shore radio stations and coverage on the British Columbia coast.

Nautical Services and Radio Branch of the Department of Transport made a thorough and exhaustive survey of radio facilities on the British Columbia coast in March, 1950, and the relationship of such facilities to the safety of life in vessels trading between ports on the west coast.

As a result, it was learned that vessels equipped with radio apparatus as shown below are regularly in operation on the British Columbia coast:—

23 vessels equipped with radio telegraph, of which 17 are fitted with radio telephone.

About 1,400 vessels are voluntarily equipped with radio telephone. There are on the coast:—

9 coastal radio stations operated by the Department of Transport

2 radio terminal centres operated by the North West Telephone Company

35 fishing and several logging camps fitted with radio telephone.

Generally, the safety of life aspect of marine and shore radio on the British Columbia coast is excellent. Radio facilities on the coast are second to none, when compared with other coastal waters anywhere in the world. The preponderance of small vessels fitted with radio telephone, and willing to give ready assistance for life saving purposes is greatly facilitated by the shore stations of the Department of Transport and the North West Telephone Company.

And then, Mr. Chairman, I should like to read from a memorandum prepared for the minister with regard to marine radiocommunication facilities on the west coast.

Radio coast stations established at the following locations on the west coast maintain watch on 500 kc/s—radiotelegraphy, and 1,630 kc/s—radiotelephony, continuously:—Alert Bay, Bull Harbour, Estevan, Prince Rupert, Vancouver, Victoria. In addition, the coast station at Cape Lazo maintains watch during week days from 8 a.m. to 11 p.m. PST, and on Sundays—from 9.10 a.m. to 9.30 a.m.; 1.10 p.m. to 1.30 p.m., and 8.10 to 8.30 p.m. PST; and the coast station at Dead Tree Point maintains watch week days, from 15 minutes to 30 minutes past each hour from 8.15 a.m. to 10.30 p.m., PST, and from 10.15 a.m. to 10.30 a.m.; from 1.15 p.m. to 1.30 p.m.; 4.15 p.m. to 4.30 p.m.; and 7.15 to 7.30 p.m. PST on Sundays. These stations provide full radiotelegraph coverage for the whole west coast area, and, in addition, provide outlets for non-compulsorily equipped vessels carrying radiotelephone equipment; all ships so fitted being required to be equipped with the frequency 1,630 kc/s for communication with our coast stations.

From the report covering the investigation of radio coverage on the west coast, it is noted that of the 18 passenger vessels required to carry radiotelegraphy, 14 carry radiotelephone equipment as well, 14 also carry radar equipment; 9 are fitted with direction finders and 8 carry auto-alarm equipment for interception of distress calls.

An investigation of our records at headquarters indicates that 17 vessels licensed to carry passengers on the west coast are exempt under the present regulations from being fitted with radiotelegraphy, but are voluntarily equipped with radio; 6 carrying radiotelegraph installations in addition to radiotelephone equipment and all the others are fitted with radiotelephone apparatus. Of these 17 ships, 9 carry less than 10 passengers, 3 carry less than 35 passengers, 3 carry less than 135 passengers, one carries 200 passengers, and one carries 400 passengers. All of the ships carrying over 35 passengers ply in restricted coastal waters where ample radiotelephone coverage is available from coastal stations.

Our records also indicate that there is a total of 10 passenger vessels of tonnage below 1,000 not radio equipped and exempt from carrying radio under the law. These vessels in all cases ply in sheltered waters, the largest being 119 and 192 tons, gross tonnage, respectively, and carry a maximum of 300 and 270 passengers. These latter two ships—the *Harbour Princess* and the *Hollyburn* ply in the Vancouver, Indian Lake and Howe Sound area.

With modern radiotelephone equipment now on the market, it is possible to fit vessels with apparatus that will operate indefinitely without attention and require only infrequent inspection by technical personnel to assure routine maintenance. It might be noted that the new safety convention recognizes for the first time the advantage of radiotelephony for safety purposes, by permitting its installation on cargo ships on international voyages of from 500 to 1,600 tons, and that the International Radio Conference at Atlantic City, in 1947, set aside a frequency on a world-wide basis for distress and calling for radiotelephone-equipped ships; this frequency being equivalent to the 500 kc/s, a radiotelegraph distress and calling frequency which has been established for many years. I am glad to say that this decision of the Radio Conference was,

in part, based upon the use in Canada of such a frequency for radiotelephone communication with coast stations on the Great Lakes, River St. Lawrence and the Atlantic coast where such facilities provide that a vessel may communicate by radiotelephone in any of these waters. I might add that this service grew from experimental installations, prior to the war, on the Great Lakes, and was so satisfactory that during hostilities, it was extended down through the river and Gulf of St. Lawrence to the Atlantic coast, to provide full coverage to vessels on home trade voyages.

I might further add that the North West Telephone Company maintains commercial radiotelephone terminal stations at Vancouver and Prince Rupert, through which radiotelephone-equipped vessels may communicate over the land-line telephone circuits direct with the owners or agents, or for that matter, over the long distance circuits to any telephone on the continent.

Mr. GREEN: Before this new convention these ships under 1600 tons did not have to have radiotelephones?

Mr. MATTHEWS: That is correct. The conference recognized that and the conference definitely provided for the use of radiotelephones for these ships from 500 to 1,600 tons, that they might carry radiotelephony equipment.

Mr. GREEN: They are in effect ordering them to carry it. This is the first time ships from 500 to 1,600 tons come under it, they didn't come under it before.

Mr. MATTHEWS: That is right. They were given the privilege of using radiotelephony in place of radiotelegraphy with an operator constantly on duty.

Mr. GREEN: But that does not affect the position of passenger ships which must have radiotelegraphy.

Mr. MATTHEWS: No, that is correct. They have to carry it on open waters but on the British Columbia coast you have them in sheltered waters.

Mr. GOODE: This section (b) refers to the R.C.A.F. search and rescue set-up.

Mr. MATTHEWS: Yes, that is the point.

Mr. GOODE: The voyage up to Prince Rupert is through sheltered waters but they are all equipped with radiotelegraphy so that they are covered with respect to this section of the Act when they bring their boat back the outside passage to Victoria.

Mr. MOTT: But you have the radio operator listening in, the man on duty watching for distress calls and if anything happens to the ship he is there and there will be some way of getting in touch with assistance. We had a case of that kind a couple of years ago. Now, you mentioned something about there being 1,400 boats on that coast. Many of those boats would be fishing boats and I suggest that has a significant bearing on the figures. They go out to get the fish and if a blow comes up they go into shore and call up headquarters and tell them where they are putting in. They also call when they want the factory boat to come out and take their catch.

Mr. MATTHEWS: That is correct, but you must remember that these fishing vessels are the best kind of vessel for rescue work.

The CHAIRMAN: How would it be to let Mr. Matthews finish. Have you finished your statement?

Mr. MATTHEWS: Yes.

Mr. APPLEWHAITE: There are a couple of questions raised which I should like to ask about because I am not too happy about the thing, even though I am not an authority. I think that one of our jobs is not to accept as final departmental decisions. It has been shown very emphatically by this convention that radiotelephony equipment is not as good as radiotelegraphy from the international standpoint.

Hon. Mr. CHEVRIER: We have discussed that with you, Mr. Applewhaite; that was stated by the witness Blouin but that was not stated by the expert witness, Mr. Caton, who said something quite different.

Mr. APPLEWHAITE: I talked to an inspector, whose name I have forgotten, and he says that the answer to that is the international convention which insists on radiotelegraphy for large passenger ships on international voyages. The point I wanted to make in connection with the Pacific coast was this, that your regulations and your international regulations insist on you carrying a radio operator if you are going to travel from Vancouver to Ketchikan. Now, Ketchikan is 90 miles beyond Prince Rupert. If you are going to travel from Vancouver to Prince Rupert and on to the Queen Charlotte Islands and through the strait, that is some of the most dangerous water on the Pacific coast, and I think you would have to carry radiotelegraphy with an operator. That takes your ship through some of the most dangerous inland waters on the whole Pacific coast. The second anomaly in your regulations is the 200 miles stipulation. There must be a reason for that. The situation is this: if a ship leave Vancouver for Prince Rupert and makes two calls on the way she is exempt but if she goes, say, from Prince Rupert down through the strait and comes straight back to her home port she is not exempt. And I suggest, although I do not know, that the 200 miles would be one way of eliminating a little bit the cost of operators for radiotelegraphy. If you have a ship which makes a journey of 600 or 700 miles each way, she was not intended originally to be covered although she is now. I do know that the people who live on that coast and who are dependent on that steamship service are not satisfied. I want to make this plain; it has been suggested and perhaps, with some slight proof, that was put in there in order to assure jobs for radio men. I am not interested in jobs for radio men but I do believe that there is necessity for some provision for adequate safety for people using these boats on the Pacific coast. I do not suggest for a moment that it applies to the little bits of boats which run ten or fifteen miles with ten or fifteen passengers and put out in the daytime.

The CHAIRMAN: Are you ready to consider the Bill?

Mr. RILEY: I want to ask Mr. Matthews what the range of radio telephone is?

Mr. MATTHEWS: I might say we have a list of ships on the Pacific coast and if anyone is interested in a particular ship we can tell you how it is fitted.

Mr. GOODE: How is the *Cardena* fitted?

Mr. MATTHEW:: With radio telegraph, radar—compulsory fitted—and also radio telephone.

Mr. GREEN: Will you give us the *Chilcotin*, the *Camosin* and *Coquitlam*.

Mr. MATTHEWS: The *Camosin* is compulsorily fitted with radio telegraph, radio telephone and has radar.

Mr. APPLEWHAITE: Has it got a full-time operator?

Mr. MATTHEWS: That I do not know—it would have to have a radio operator.

Mr. APPLEWHAITE: In the case of a full-time operator does the man do other work?

Hon. Mr. CHEVRIER: The ship would have to have a full-time operator by virtue of 406 (2).

Mr. GOODE: In regard to Mr. Applewhaite's question evidently the *Princess Mary* had a full time operator but operators do other work. Just for the record they call it "full-time". I do not think it is the fault of the department in those cases.

Mr. GREEN: I think Mr. Blouin said the *Princess Mary* had a part-time operator.

The CHAIRMAN: Mr. Riley asked a question?

Mr. MATTHEWS: Yes, regarding the range of radio telephone.

Mr. CATON: It would vary with the power. You could have any range for radio telephony if you use the proper power and frequency. The small equipment on the fishing boats on the west coast might be limited to a range of 50 miles but the international convention recognizes 15 watt stations as having sufficient transmitting power on the average ship for 150 miles.

The CHAIRMAN: It varies with the strength of the equipment.

Mr. RILEY: What about radio telegraphy?

Mr. CATON: Radio telegraphy is long range.

The CHAIRMAN: Can we consider the bill?

Mr. GREEN: I was going to ask Mr. Matthews about section 406 (2).

The CHAIRMAN: Of the Act itself?

Mr. GREEN: Of the Act. Would this difficulty be solved, instead of saying: "200 nautical miles from one place to another place", if we used the terminology used in the fire regulations issued in April 12th of this year. That was "the length of the voyage from the point of recommencement to the farthest outward point exceeds 15 miles"—would that get over the difficulty?

Mr. MATTHEWS: That might get over the difficulty according to your reasoning but a good many other interests would have something to say about it. The operators of the ships and the shipping industry would have something to say.

Mr. GREEN: Was it the intention of this Act originally, when it said "200 nautical miles from one place to another", that the companies could get away from that requirement simply by calling at some port or some stop every 200 miles?

Mr. MATTHEWS: I have inquired about that and I am told that was the intention; it has always been interpreted that way.

Mr. GREEN: Which way do you mean?

Mr. MATTHEWS: In the way that they can divide the voyage. They would be making a voyage from one place to another within 200 miles and that would bring them within that paragraph. They could divide the voyage in different parts and so long as they were not going beyond 200 miles in any one voyage they would be covered.

Mr. GREEN: Does a ship licensed to carry 50 or more passengers on either coast of Canada not need to have any radio telegraph equipment at all, provided that it calls at a port every 200 miles?

Mr. MATTHEWS: Yes, I think that would be right.

Mr. GREEN: And a ship licensed to carry 250 passengers would not need any radio telegraph equipment if it called at some port every 90 miles?

Mr. MATTHEWS: That would be right.

Mr. GREEN: And the larger ships carrying 500 or more passengers need not have any radio telegraph equipment at all provided they call at some port every 20 miles?

Mr. MATTHEWS: That is the way it is interpreted.

Mr. PEARKES: If she called at a foreign port what would be the difference?

Mr. MATTHEWS: The ship would be on an international voyage.

Mr. GREEN: If she went to Seattle she would, but if she went from Victoria to Prince Rupert and calls every 20 miles she does not need that equipment.

Mr. MATTHEWS: That is right.

Mr. GREEN: I am quite sure that the people of British Columbia do not realize the law is so lax with regard to radio telegraphy.

Mr. GOODE: I never knew it.

Mr. GREEN: As a matter of fact most companies do not try to take advantage of that provision and they have radio telegraph operators but I suggest that they should be compelled.

Mr. GARLAND: I do not wish to delay the committee but I understood you to say that Mr. Downs would be here.

The CHAIRMAN: Yes, he comes in at clause 9 of the bill.

Hon. Mr. CHEVRIER: If we ever get to it.

The CHAIRMAN: Yes, as the minister points out "if we ever get to it." Shall we proceed with the bill?

Mr. THOMAS: It appears to me this law is pretty lax. I think that any steamship company carrying anything up to 500 passengers, regardless of whether they go 20 miles or whatever it is, should be compelled, if they carry passengers to any extent, to carry an operator. It appears to me that even if they do have radio telephony on the ship if anything happened going along they would have no one there to service it. Some of these places are not much more than whistle stops. In other words on a trip from Vancouver to Prince Rupert they could not have any servicing done but they would have to continue the voyage without any communication and they would have no means of making a distress call.

Mr. MATTHEWS: In answer to Mr. Green I would like to correct a statement that I made. I said that ships proceeding from Vancouver to Seattle required a radio telegraphy installation, but there are exemptions. "Passenger ships certified to carry or carrying less than 50 persons including passengers and crew, provided such ships do not in the course of any such voyage go more than:

- (i) 20 miles from the nearest land; (ii) 200 miles in the open sea between two consecutive ports—are exempted from the requirements."

Mr. GREEN: That is if they carry 50 or less passengers.

Mr. ADAMSON: If they do not go 20 miles away from the nearest land.

Mr. APPLEWHAITE: Did you say "carrying" or "licenced to carry?"

Mr. MATTHEWS: I said "certified to carry".

Mr. GREEN: Where is that?

Mr. MATTHEWS: That is 406(1)(b) of the Canada Shipping Act. We are dealing with the old convention that is article 28 of chapter 4.

Mr. ADAMSON: Could you not go all the way up the Pacific coast under that provision? As long as you did not touch Skagway you would be home free?

Mr. MATTHEWS: I am speaking of the present international convention.

Mr. GREEN: There is no article 28, chapter 4 of the convention?

Mr. MATTHEWS: Of the present convention.

Mr. GREEN: What about the new convention?

Mr. MATTHEWS: The exemptions in the 1948 convention are not specific as they were in the 1929 convention. They say "having regard to the navigational features and the shelter of the waters—"

Mr. GREEN: The minister is given wide power.

Mr. MATTHEWS: Quite wide power.

The CHAIRMAN: Are you ready to deal with the bill?

Clause 1.

Mr. GREEN: Mr. Chairman, before we go to that I wonder if the officers of the department could explain whether it is possible for a Canadian ship to carry passengers or goods from one American port to another?

Mr. MATTHEWS: No; they cannot.

Mr. GREEN: What about our own Canadian coastal waters?

Mr. MATTHEWS: We do not allow foreign vessels to carry between Canadian ports.

Mr. GREEN: A boat from Seattle cannot call at Victoria and then at Prince Rupert?

Mr. MATTHEWS: No. It certainly cannot carry cargo or passengers—although it may be permitted to call.

Mr. GREEN: It cannot carry?

Mr. MATTHEWS: No.

Mr. GREEN: Then is it possible for a Canadian to buy an old American ship and get it registered as an American ship?

Mr. MATTHEWS: I think that will be dealt with.

Mr. GREEN: What is the law?

Hon. Mr. CHEVRIER: It is possible.

Mr. GREEN: Is the reverse true? Can an American buy an old Canadian ship?

Hon. Mr. CHEVRIER: I think so.

Mr. GREEN: I have always understood that to be registered as an American vessel a ship had to be built in the States?

Hon. Mr. CHEVRIER: Well I do not know what the law of the United States is.

Mr. MATTHEWS: I think a United States citizen can import a foreign ship, but there are certain things which stand in the way. He would not be entitled to subsidies and so on. I cannot make a definite statement and I can only say that I will try to find out.

Mr. GREEN: It is clear that in Canada you can buy an old ship which has been built in the States and have it registered as a Canadian ship. In other words, there is no restriction preventing that being done?

Hon. Mr. CHEVRIER: That is why power is set out under this bill—to prohibit that.

The CHAIRMAN: Shall clause 1 carry?

Mr. GILLIS: I would like the minister to explain the change in clause 1. "British ship" includes a Canadian ship."

We have had this matter up in the House on several occasions and my complaint in regard to our coastal trade is that British ships can come into Canada and take Canadian coastal trade from our own ships. I have always felt, under the old Act, that it was rather doubtful whether that could be done and I think that the clause ought to be more definite. When it says "British ship" includes a Canadian ship," that presupposes, in my mind, paving the way for a British ship to ply the coastal trade. We are linking the two services together and I just want to know what this means. I want the minister to explain to me just why this change is proposed.

Hon. Mr. CHEVRIER: The change is simply one of terminology in order to bring the Canada Shipping Act up to date and in order to get away from the expression "British ship registered in Canada, and ship registered in Canada" by substituting therefore "Canadian Ship". That is all that it means. The two sections 4-A and 5 have absolutely nothing to do with coastal trade or with facilitating to British ships coastal trade with Canada. It does not change the

law. The law remains as it is with reference to coastal shipping and all this does is to substitute for the two expressions I mentioned the words "Canadian Ship".

Mr. GILLIS: It draws a distinction between a Canadian and a British ship.

Hon. Mr. CHEVRIER: That is right.

Mr. GILLIS: Previously they were all British registered?

Hon. Mr. CHEVRIER: That is right.

Mr. ROBINSON: Does it not facilitate the use on international voyages of the British Consular Services?

Hon. Mr. CHEVRIER: Yes. Section 17, I think, is a particular section which deals with that point.

Mr. GREEN: The words "British ship" will appear in different places throughout the Act?

Hon. Mr. CHEVRIER: Oh, yes; and a Canadian ship would still be entitled to the privileges to which a British ship is entitled in commonwealth countries by virtue of the British Commonwealth Merchant Shipping Agreement.

Mr. ADAMSON: Can a British ship for example a Cunard liner take on passengers at Quebec and bring them up to Montreal?

Hon. Mr. CHEVRIER: I do not know. I cannot answer that question.

Mr. ADAMSON: If a British ship stops at Quebec and takes on passengers at Quebec, could it carry them to Montreal?

Mr. MATTHEWS: Yes, I think so.

The CHAIRMAN: Section 1. Does the section carry?

Carried.

Mr. GREEN: What do you mean by "Section 1", Mr. Chairman?

The CHAIRMAN: We are going right along. You have had time. Do you want to have it taken up sub-section by sub-section? If so, it is all right with me.

Paragraph (4A). Does the sub-section carry?

Carried.

Sub-section 5 "Canadian Ship"?

Carried.

Mr. GREEN: You have reference now to paragraph 2 of section 1 of the Bill?

The CHAIRMAN: Yes. Sub-section 3.

Mr. GREEN: What about sub-section 3? Will somebody please explain it?

Hon. Mr. CHEVRIER: That, I understand, is in order to define a cargo ship so that it will meet the requirements of the "Safety of Life at Sea Convention".

Mr. GREEN: There are in effect two conventions for cargo ships, one for the purpose of the coastal trade and the Great Lakes trade and another for foreign trade?

Mr. MATTHEWS: That is true. A cargo ship in the convention can carry up to 12 passengers; but a cargo ship in the domestic trade cannot carry any passengers. That is the distinction.

The CHAIRMAN: Does sub-section 3 carry?

Carried.

Mr. HERRIDGE: Could we not mention the sub-titles at the side, Mr. Chairman?

The CHAIRMAN: That is a good suggestion.

Sub-section 4 "Repeal"?

Carried.

Sub-section 5 "Consular Officer"?

Mr. GREEN: Could we have an explanation of that?

Hon. Mr. CHEVRIER: That in effect means where there is a Canadian consular officer. It is the intention of the Department of External Affairs to appoint a Canadian consular officer at most of the points where our ships stop; and where there is a Canadian consular officer, the reports will be made to him. But where there is not one, we shall use the British consular officer as we have in the past.

Mr. GREEN: We have very few consular officers?

Hon. Mr. CHEVRIER: Canadian.

Mr. GREEN: At the moment?

Hon. Mr. CHEVRIER: That is right.

The CHAIRMAN: Sub-section 6 "Safety Convention Application".

Hon. Mr. CHEVRIER: It is the intention of the Department of External Affairs to appoint a number of Canadian consular officers at these points.

Mr. GREEN: A consular officer has a great deal more to do than simply to look after ships?

Hon. Mr. CHEVRIER: Of course.

Mr. GREEN: Is it the intention to appoint consular officers, or to appoint government agents?

Hon. Mr. CHEVRIER: These are officers of the Department of External Affairs who will have duties to perform for that department but who will also perform duties heretofore performed by British consular officers.

Mr. GREEN: Will there be a very large number of these officers appointed?

Hon. Mr. CHEVRIER: 11 or 12.

Mr. GREEN: There is power taken under this section. It reads:

Consular Officer means a Canadian Consular Officer, or such other person as may be designated by the Governor in Council to perform the duties of a Canadian Consular Officer under this Act...

Does that mean that Canada is to have a new type of agent abroad who is not a consul in the ordinary sense of the term acting under the Department of External Affairs, but merely an agent for the Department of Transport to deal with these ships?

Hon. Mr. CHEVRIER: No, I do not think it means that. In fact I am sure it does not mean that. The object of this section is to appoint Canadian Consular Officers. There may be ports where it would not be advisable to do so because of the cost.

Mr. GREEN: You mean it would be a waste of money?

Hon. Mr. CHEVRIER: Yes. And in that case some other person would be appointed for the purpose of this section.

Mr. GREEN: That is an entirely new departure in the way of representatives of Canada abroad, is it not? Have we any officers of that type now acting for any departments?

Hon. Mr. CHEVRIER: Some Trade Commissioners are acting.

Mr. GREEN: The Trade Commissioner or an employee of the Trade Commissioner's office would be the type of representative that the department has in mind?

Hon. Mr. CHEVRIER: That is right.

Mr. GREEN: It is not the purpose to appoint a new type of agent?

Hon. Mr. CHEVRIER: Oh, no. This is just incidental.

Mr. GREEN: Yes.

The CHAIRMAN: Does sub-section 6 "Safety Convention Application" carry?
Carried.

Sub-section 7 "Exemption Certificate"?

Carried.

Sub-section 8 "Foreign Ship"?

Mr. GILLIS: Could the minister explain to us why British ships are not also included as foreign ships? Why do we carry the British registered ships forward in the Canadian Shipping Act? We have no control over them? We have very little to do with them, yet under this particular section we are granting them exemption in so far as designating them as foreign ships is concerned. To my way of *thinking they are taking over our own merchant service*. So why the exemption here? Why are they not included as foreign ships?

Hon. Mr. CHEVRIER: A foreign ship is a ship other than a Canadian or British ship. The reason why they are not included is that the British Commonwealth Merchant Shipping Agreement binds Canada together with other commonwealths to recognize British shipping; and until we decide to get out of the British Commonwealth Agreement, I do not think we can change the definition of "British ship" other than it is in the Canadian Shipping Act at the moment.

The CHAIRMAN: Does sub-section 8 carry?

Carried.

Sub-section 9 "Repeal"?

Carried.

Sub-section 10 "International voyage".

Mr. GREEN: Could we have an explanation of that? Apparently there are two kinds of international voyage, one under the Act, and one under the safety convention.

Mr. MATTHEWS: We are only defining international voyage as it is defined in the convention. I do not think there is any difficulty about it. It merely means from a port in one country to a port in another country.

Mr. GREEN: Does this apply to a voyage to a port in a country which is not a party to one of these conventions?

Mr. MATTHEWS: No. It applies only from a port in one country to a port in another country.

Mr. GREEN: Russia, for example, apparently is not going to be a party to the new convention. Would a voyage from Canada to Siberia not be regarded as an international voyage?

Mr. MATTHEWS: I think it would be an international voyage.

Mr. GREEN: It is clear that that comes under that convention?

Mr. MATTHEWS: Yes, I would think so.

The CHAIRMAN: Shall "International Voyage" carry?

Carried.

Shall "Passenger" carry?

Mr. ADAMSON: Why is a child under one year of age not considered to be a passenger? Is that because its fare is not paid.

Mr. MATTHEWS: Well, children of that age are carried in arms; I think that will be the reason.

Mr. GREEN: Does this definition clause change the definition of a passenger on a coastal steamship?

Mr. MATTHEWS: No change is made in the definition of a passenger except to exclude a child under one year of age. That is a slight change that is made. That is a change in the domestic field.

Mr. HERRIDGE: I was going to ask the same question that Mr. Adamson asked, and in connection with that matter: does that mean that if a ship was wrecked the child under one year of age would not be listed as lost?

Mr. MATTHEWS: Oh, no, he would be listed in the lost, all right.

Mr. ADAMSON: Would he be able to sue the company?

Mr. MATTHEWS: Yes, I think so.

The CHAIRMAN: Shall "Passenger" carry?

Carried.

Shall "Passenger Ship" carry?

Mr. GREEN: On this subject of passenger ship, has there been any change made?

Mr. MATTHEWS: No, that is the same idea. There is a distinction there from a cargo ship. It says: in the case of a safety convention ship, it is a steamship carrying more than twelve passengers. It is a definition for the purpose of the safety convention.

The CHAIRMAN: Shall "Repeal" carry?

Carried.

Shall "Proper Authority" carry?

Mr. GREEN: On "Proper authority", what is the change there with regard to a person designated by the Governor in Council?

Mr. MATTHEWS: Well, that is the same as before in connection with the definition of a consular officer; the Governor in Council can designate some person to act for him.

Mr. GREEN: That is, to give that authority to the trade commissioners?

Mr. MATTHEWS: Yes.

The CHAIRMAN: Shall "Proper Officer" carry?

Carried.

Shall "Radio" carry?

Mr. GREEN: On "Radio", Mr. Chairman; just a minute.

Hon. Mr. CHEVRIER: That is a new definition of radio.

Mr. GREEN: What is the change there?

Mr. MATTHEWS: I think Mr. Caton can explain. That is a new definition to bring it up to date; that is the definition used by the International Telecommunications Union.

Mr. ADAMSON: What do you mean by Hertzian waves?

Mr. CATON: Hertz was the first gentleman to demonstrate the use of radio waves. The definition of radio is in line with the new definition adopted by the International Telecommunications Conferences; it replaces Wireless Telegraphy.

Mr. GREEN: What is the difference then between radiotelegraph and radiotelephone?

Mr. CATON: Radiotelegraph is for transmission of certain matter by use of a signal code. Radiotelephone is transmission of speech or in some cases other sounds, sounds that would actuate a bell for example.

The CHAIRMAN: Shall "Radio" carry?

Carried.

Shall "Radiotelegraph" carry?

Carried.

Shall "Radiotelephone" carry?

Carried.

Shall "Radio Regulations" carry?

Mr. GREEN: Radio regulations would apply to both radiotelegraphs and radiotelephones?

Mr. CATON: Yes.*

The CHAIRMAN: Shall "Safety Certificate" carry?

Carried.

Shall "Safety Convention" carry?

Carried.

Shall "Safety Convention Certificate" carry?

Carried.

Shall "Safety Convention Ship" carry?

Mr. GREEN: That means all Canadian ships on an international voyage?

Hon. Mr. CHEVRIER: That is right.

The CHAIRMAN: Shall "Safety Convention Ship" carry?

Carried.

Shall "Safety Equipment Certificate" carry?

Carried.

Shall "Safety Radiotelegraphy Certificate" carry?

Carried.

Shall "Safety Radiotelephony Certificate" carry?

Carried.

Shall "Ship Station" carry?

Carried.

Shall "Short International Voyage" carry?

Carried.

Shall "Canadian Ship" carry? We are now on clause No. 2.

Carried.

Shall "Consular Officer" carry? That is in the same clause.

Carried.

Clause 3, Recording.

Carried.

Clause 4, Security or Additional Security.

Mr. GREEN: On this clause 4, Mr. Chairman,—

The CHAIRMAN: Clause 4, Security or Additional Security.

Mr. MATTHEWS: The Act now requires security to be given on the registration of a ship in case the government is put to any expense, and this amendment only requires additional security to be given or security in the cases where no security was given originally.

Mr. GREEN: Why is that, Mr. Chairman?

Mr. MATTHEWS: In some cases, ships have been registered without giving any security—it is in the discretion of the minister—and circumstances arise later on when we ask vessels to give security or additional security—

Mr. GREEN: Why is it not required at the start instead of coming back at them for additional security?

Mr. MATTHEWS: Captain Kerr tells me that in the beginning sometimes the security was put up in the form of real estate or other security and that some time later it becomes of no value at all.

Mr. PEARKES: Is consent given before the ship is built?

Mr. MATTHEWS: Before it is registered.

Hon. Mr. CHEVRIER: That has been the practice in the past but there is a clause covering that. There is another clause where that is dealt with and where it will be reduced hereafter.

Mr. PEARKES: Are we on clause 5?

The CHAIRMAN: No, we are on clause 4. Mr. Green brought us back to clause No. 4.

Mr. GREEN: In connection with clause 4, could you give us some cases of that arising; can you give us an illustration?

Mr. MATTHEWS: Captain Kerr can give you an example of it.

Captain KERR: Cases have risen where considerable embarrassment has developed in connection with crews of ships who are in distress at ports abroad and the liability rests with the ship owner to maintain them and to repatriate them. We have found that in certain instances—rather rare ones—the ship-owner has not taken care to protect himself against such charges. The men may when seamen are found destitute the department has stepped in to take care of the men. When a check was made on the security requirement it was found that real estate to the value of \$30,000 put up as security was of no value for our purpose.

Mr. GREEN: Why was that not found out before the men became distressed?

Captain KERR: I think the value of the property was gradually diminished after it was given to us as security. This request is to have power to ask the owner of a ship in such circumstances to put up additional security.

The CHAIRMAN: Shall clause 4 carry?

Carried.

Shall clause 5 carry?

Mr. PEARKES: I think that is the clause which deals with the registration of ships.

Hon. Mr. CHEVRIER: No.

Mr. PEARKES: "Notwithstanding anything in this part, a ship built outside of Canada, shall not, without the consent of the minister, be registered in Canada."

Hon. Mr. CHEVRIER: That is right. What was the question?

Mr. PEARKES: My question is that before a company starts to build a ship outside of Canada can they get the assurance of the minister that when that ship is completed it will be registered in Canada?

Hon. Mr. CHEVRIER: I think, perhaps, I was right in the first place that this section does not deal with that position. There is another section dealing with that very position that my friend brings up.

Mr. ADAMSON: It seems pretty definite—this 21 (a).

Mr. PEARKES: It is there on the top of page 7.

Hon. Mr. CHEVRIER: No, that section deals with another matter altogether, General Pearkes. Perhaps I had better explain the section. This clause is to prevent the importation of ships into Canada which are not built in Canada. There are a number of ships that are being purchased by Canadians, ships that are of very old vintage, ships that we in the Department of Transport try to prohibit from coming into Canada, but we have no power so to do. Ships that sometimes take away employment from our own people. And it is the feeling of our department that if powers such as these were given we could prohibit the importation of such ships into Canada.

Mr. PEARKES: I am trying to deal with the ship which will be built in the future. Take, for instance, the C.P.R. They are constructing certain ships now in Great Britain. They have got no guarantee that those ships will be registered when they come to Canada. Or, what about a company that might have a ship built in the United States to bring into Canada. Can such a person be given assurance, for instance, that if a ship is built that he can have it registered in Canada?

Hon. Mr. CHEVRIER: I know of no such cases that have come to my attention in all the years that I have been in the Department of Transport where a ship has to be built in the United States. If there are, they are very few. But I am not talking about new ships, I am not talking about new construction. What I have reference to in dealing with this section is old ships built in the United States some time ago that are being imported here because they may be declared surplus by their equivalent to our War Assets and because they are old and dilapidated or because for other purposes their importation is undesirable. The object of this section is to prohibit that sort of thing and that is why we are doing it that way. This does not aim at new construction.

Mr. GREEN: Mr. Chairman, does not this whole part beginning with section 7 describe the procedure for Canadian registration of British ships, and the only way to avoid that is section 21, and this section 21 (a) has been put in apparently under the same heading. I would take it that it does apply specifically to new ships and to British ships.

Hon. Mr. CHEVRIER: I do not know that I can add any more. It is a discretionary power that the minister is being given in this section, it is powers that we would have to use in accordance with his discretion; but I do not think the minister would exercise this discretion against a ship built in the United Kingdom that was being brought to Canada. I would like to get this power in order to prevent the large number of ships that are coming in from the Great Lakes and on some of the coasts of Canada.

Mr. GREEN: From the United States?

Hon. Mr. CHEVRIER: From the United States.

The CHAIRMAN: And a lot of them are old crocks too.

Mr. GREEN: Shouldn't that be made clearer?

Hon. Mr. CHEVRIER: I do not see much difficulty about it. I do not think we should include anything in this Act which would seem to be a restriction against the United States. I would prefer not to do it that way, but if the committee felt that a provision exempting British ships was necessary I would have no objection to that, although I think the discretion should be left with the minister.

Mr. ADAMSON: I agree with you. It is purely to apply to old ships.

Hon. Mr. CHEVRIER: That is right.

Mr. ADAMSON: And I think that should be made clear irrespective of the country of origin, that we should prevent these derelict old ships from coming in.

The CHAIRMAN: Who is going to define what is a derelict ship.

Mr. PEARKES: If it is intended to deal with ships already built why not before the word "built" add the words "have been". That would make it quite clear. My particular reason in raising this question is to see whether the minister would under certain circumstances, grant assurance to an established builder that his ship would be registered here. I cited the case of the C.P.R., and certainly they must have been given to understand that their ships could be registered here; but then there are other smaller ships belonging to smaller companies which may be constructed in Great Britain. Would a Canadian company who intended to build a ship for some reason or other in Glasgow get an assurance that that ship could be registered in Canada when completed if the minister thought proper?

Hon. Mr. CHEVRIER: If I were going to amend this I would rather amend it by adding a proviso to cover the U.K. situation rather than by changing the definition or meaning of the word "built", because "built" is in such form there that it means not only old ships but it can also mean new ships built in the United States; the position being this, that while now it is more costly to build them in the United States than it is in Canada the position may be reversed at a later stage.

Mr. PEARKES: And Japan.

The CHAIRMAN: That is right.

Hon. Mr. CHEVRIER: Yes. So, if it is the wish of the committee, I would rather leave it this way; but if the committee insists that the U.K. should get further protection I would not raise any objection to a provision covering that point.

Mr. GILLIS: It is necessary to amend the section to give the U.K. further protection? Any ship built in the United Kingdom can be registered in Britain and so, automatically, becomes a Canadian ship with all the rights and privileges under this Act.

Hon. Mr. CHEVRIER: That is not the legal position.

Mr. MATTHEWS: A ship registered in the United Kingdom is a British ship, but she is not a Canadian ship. It is true she is entitled to engage in coastal trade.

Mr. ROBINSON: The section says "'British ship' includes Canadian ship". I would like to get this as clear as I can as I understood that we have certain Commonwealth commitments which would make it very difficult for the minister to refuse registration of a British built ship.

Mr. MOTT: Mr. Chairman, the way it is now the minister has no authority?

Hon. Mr. CHEVRIER: That is right.

Mr. MOTT: Out on the west coast they brought out a bunch of mine-sweepers.

Hon. Mr. CHEVRIER: Yes, and I could not stop them.

The CHAIRMAN: Well, it is 6.05.

Hon. Mr. CHEVRIER: When shall we meet again.

Mr. GREEN: We have done very well so far and I suggest that we be given a little time to go into the Act further.

The CHAIRMAN: Shall we meet at 11.30 tomorrow morning?

Agreed.

The committee adjourned.

